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ABSTRACT

This study was designed to describe and analyze state programs in the field of bilingual education, including authorizing legislation, identification of goals and objectives, mandated or prohibited approaches or practices, and the specific state requirements for staff qualifications, training activities, materials and technology, student/teacher ratios, evaluation and planning. This final report highlights the major issues involved and presents and analyzes the statistics reported. These statistics, though unrefined, generally tend to define the "condition" of bilingual education at the state level during the 1975-1976 school year. This report contains an overall summary, a general discussion of the findings, and the study's conclusions and recommendations. Supporting this final report are four volumes. Volume I contains an overview of bilingual education in each of five extra-state jurisdictions. Volume II contains case studies of noteworthy bilingual education projects or programs identified for documentation and dissemination throughout the bilingual education community. Volume III provides an inventory of state legislation mandating, permitting, or prohibiting bilingual education as well as major bilingual education provisions, and Volume IV contains copies of the instruments used in collecting the data for this study. (Author/CFM)

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A Study of State Programs in Bilingual Education

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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A Final Report on Their Status

By

Development Associates, Inc.
1521 New Hampshire Ave., N.W.
Washington, D.C.

March 1977

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FINAL REPORT

ON

"A STUDY OF STATE PROGRAMS IN BILINGUAL EDUCATION"

Under Contract No. HEW-300-75-0353

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Submitted By:

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March 1977

The work reported herein was performed pursuant to a contract with the United States Department of Health, Education, and Welfare, Office of Education. The statements, findings, conclusions, recommendations, and other data in this report are solely those of the Contractor and do not necessarily reflect the views of the Office of Education.

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This report is not the sole work of Development Associates and its research staff. It includes the efforts of other people -- colleagues who have collaborated with us in its preparation.

Among the many colleagues who contributed generously in time and effort, we want to particularly mention Dr. Severo Gomez, Assistant Commissioner of Education, Office of International and Bilingual Education, Texas Education Agency, Austin, Texas; Dr. Eleanor Thonis, Director, Yuba County Reading and Learning Center, Wheatland, California; Dr. Charles Leyba, Director Project Maestral Office, California State University, Los Angeles, California; Mr. Edward Glassman and Mr. Tetsuo Okada, staff members of the U.S. Office of Education who served as the technical monitors for the work. The monitors' task was not always enviable and without their patience and understanding the work would have been much more difficult.

Of inestimable value was the assistance given the study staff by all State Educational Agencies. We would like to acknowledge the efforts of numerous members of State Educational Agencies who aided us so diligently in acquiring the data and materials necessary to complete the study. Their efforts, too numerous to cite fully in this space, deserve the grateful thanks of Development Associates, its staff, and the future users of the information contained in this report.

PREFACE

This is the final report for the Study of State Programs in Bilingual Education. It responds to the requirements of U.S. Office of Education Request for Proposal No. 75-70 and was produced in accordance with the terms of Contract No. 300-75-0353, issued by DHEW/Office of Education, Grants and Procurement Management Division for the Office of Planning, Budgeting and Evaluation.

In the summer of 1975, the U.S. Office of Education contracted with Development Associates, Inc., to perform a Study of State Programs in Bilingual Education in partial fulfillment of Public Law 93-380 (August 21, 1974) which requires that the U.S. Commissioner of Education, in consultation with the National Advisory Council on Bilingual Education, prepare and submit to Congress and the President two reports on the condition of bilingual education in the nation.

This study was designed to describe and analyze state programs in the field of bilingual education, including authorizing legislation, identification of goals and objectives, mandated or prohibited approaches or practices, and the specific state requirements for staff qualifications, training activities, materials and technology, student/teacher ratios, evaluation and planning.

As generally advocated in the United States, bilingual education is based on the premise that children from non-English speaking homes learn best when their home language is used as one medium of instruction along with English at least in their early experience with our traditionally English language oriented educational system. Though there is general agreement within the U.S. educational community that bilingual education is a reasonable approach to the problems faced by a non-English speaking child entering our educational system, there is little unanimity regarding specific models for implementing bilingual education. Some educators argue that bilingual education should be implemented as a transitional technique to acquire a new language. Others take strong issue with this approach, arguing that this approach represents a philosophy of assimilation. A genuine pluralistic educational system, they maintain, would assure that bilingual education in a student's home language would be continued throughout the total formal schooling period. This, in their view, is best accomplished through an enrichment bilingual education program.* These two diverse views serve to emphasize the philosophic implications which surround all issues central to bilingual education.

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* See Glossary page 65

From some educational points of view bilingualism/multiculturalism is not always considered a worthwhile goal. To those Americans who think that language study is effort sadly wasted on high school courses designed to meet graduation requirements, bilingualism is an odd addition to traditional school curricula. To others, the study of languages in the early elementary grades seems preposterously out of context when other learning needs in reading, writing, and arithmetic are not being met. Still other segments of the public stir uneasily, sensing that subtle un-American sentiments motivate the establishment of bilingual education for those who lack an understanding of the American way of life. At the other end of the spectrum are those who adhere to the idea that the greatness of the United States stems from our multilingual/multicultural heritage of peoples from all over the world. It is in this hard political and philosophic context that bilingual education tries to function in our educational system today. Our states are divided over a spectrum which on one end makes bilingual education mandatory and at the other prohibits it with legal penalties applied to those who do not comply.

This final report highlights the major issues involved and presents and analyzes the statistics reported. These statistics, though unrefined, generally tend to define the "condition" of bilingual education at the state level during the 1975-1976 school year. This report contains an overall summary, a general discussion of the findings, and the study's conclusions and recommendations. Supporting this final report are four volumes. Volume I contains an overview of bilingual education in each of five extra-state jurisdictions. Volume II contains case studies of noteworthy bilingual education projects or programs identified for documentation and dissemination throughout the bilingual education community. Volume III provides an inventory of state legislation mandating, permitting, or prohibiting bilingual education as well as major bilingual education provisions, and Volume IV contains copies of the instruments used in collecting the data for this study.

SUMMARY

The Study of State Programs in Bilingual Education was undertaken in partial fulfillment of a Public Law 93-380 mandate. This mandate requires that the U.S. Commisioner of Education, in consultation with the National Advisory Council on Bilingual Education, prepare and submit to Congress and the President two reports on the condition of bilingual education in the nation. This study was designed to describe state programs in the field of bilingual education, including authorizing legislation, identification of goals and objectives, mandated or prohibited approaches or practices, and requirements in such areas as staff qualifications, training activities, materials, and technology, study/teacher ratios, evaluation, and planning. It was conducted by Development Associates, Inc., Washington, D.C.

General Description of State Program in Bilingual Education

In reviewing and analyzing state programs in bilingual education for limited English speaking ability students, the study established the following:

- As of December 1976, local educational agencies (LEAs) in 40 states could legally implement bilingual education programs. This is a marked increase from the situation in 1968 when 20 states actually prohibited bilingual education. Of these, 20 states, LEAs in ten states were mandated to implement bilingual education programs under specified conditions.

- LEAs in ten states were prohibited by law from giving classroom instruction in any language except English. However, some of these states (at least four) chose not to enforce this prohibition.

- The five most frequent requirements or provisions of state legislated bilingual education programs are:

  - Implementation of "transitional" bilingual instruction programs (17 states),
  - Establishing special qualifications for the certification of bilingual education teachers (13 states),
  - Providing local educational agencies supplementary funds in support of bilingual education (13 states),
  - Mandating a cultural component in bilingual instruction programs (13 states), and
  - Requiring parental consent for enrollment of students (11 states).

- All 16 of the states which directly support bilingual education programs operate direct service type programs.

- Few states define student-teacher ratios in the state program authority.

- Generally, required bilingual education staff qualifications are (1) the normal and existing qualification requirements imposed by the state upon personnel performing similar educational duties in a monolingual school environment, and (2) fluency in the second language involved in the program. Other requirements are the exception rather than the rule. Of these, knowledge and understanding of the home language culture is most prevalent.

- In general, neither a yearly limited English speaking ability (LESA) student census or a standard method for identifying LESA students is required. Perhaps as a result of this lack of a process mandate, it was found that, methods used in identifying LESA students were inadequate.

- Eighteen states require formal LEA applications and SEA approval for implementation of bilingual instruction programs. Generally, these applications take the form of submitting a "program plan" to the SEA for approval.

- Nine states mandate yearly or more frequent evaluations of bilingual education programs implemented at the LEA level and use these evaluations for bilingual education program management.

Present Status of State Programs in Bilingual Education

This study found that in most states bilingual education leadership was lacking with regard to financial support, which is still found mostly at the federal and local levels. Thus, while most states agree with bilingual education philosophy and goals, they do a minimum to support the implementation of these goals with state-funded activities. For example:

- After seven years of effort only four states and one extra-state jurisdiction reported having allocated more funds for bilingual education than they received from the federal government during the 1975-1976 school year.

- During the 1975-1976 school year, 16 of the 50 states (32%) had some form of operating bilingual instruction programs supported with states funds even though 40 states (80%) permitted or mandated bilingual instruction. However this does represent significant progress since 1968, in that nearly twice as much in state funds are now appropriated for bilingual education.

Nevertheless, progress is being made to alleviate the problems of limited English speaking students through State Bilingual Education programs. Over 532,950 limited English speaking students were enrolled in such programs during the 1975-1976 school year, most in the elementary grades. It was further reported that over 45 million dollars had been appropriated by state legislatures in support of bilingual education during this same school year. The study also found that:

- Of the 19 states operating state bilingual education programs in the 1975-1976 school year, 16 appropriated funds specifically for bilingual education. The financial support reported by these states varied greatly from $19 per student to $431 per student.

- Twenty-two states reported over 1.3 million school students as limited English speakers and therefore eligible for, or in need of, bilingual education. Of these, approximately 532,950 students (40%) were enrolled in bilingual instruction programs. Of those enrolled, over 80% spoke Spanish as their home language.

- Eight states specifically require bilingual education administrative or coordination elements in their education organizations.

- There is a considerable shortage of qualified bilingual education teachers. SEAs and LEAs are actively working with university level teachers training institutions to alleviate this shortage.

- Bilingual education materials in languages other than Spanish are generally not available. State-to-state and state-to-federal level dissemination of those materials available is inadequate.

- Funding of bilingual education programs at the school district level is varied. Rarely are local bilingual education programs supported from just one source of funds. In addition to local and state funds, 18 federal programs provide some financial support to bilingual education programs.

- ESEA Title I and ESEA Title VII funds provide the majority of federal funds supporting bilingual education in the United States.

- The states generally do not know the extent of resources supporting bilingual education in their boundaries. In addition, most states do not know the range of federal resources available to support bilingual education efforts.

Technical Assistance Coordination and Leadership Activities of State Bilingual Instruction Agencies

At this stage, state capabilities and activities for coordinating and providing technical assistance to bilingual education programs appear to be embryonic. A few states have developed substantial capabilities, but most either do not perform these functions, are just beginning to perform them, or carry them out in a passive manner. Overall, with a few exceptions, the SEA's appear to play a very minor, but growing role in bilingual education at this time. A further indication of this role, pointed out by the study, was that only 13 of the 50 State Educational Agencies (26%) had full time staff personnel involved in bilingual education matters and only eight of these had three or more staff.

The study also found that with some exceptions most state legislatures and State Educational Agencies have not provided broad, fundamental legislative policy and guidance for accomplishing bilingual education goals and concepts. Instead, many states appear to operate passively by seeking to find other (non-state) sources of funds to support education within their boundaries.

Participation of Non-Profit, Non-Public School (NPS) Students in State or Federally Funded Bilingual Education Programs

Little or no information on this subject is available at State Educational Agency levels, but it appears that there is little if any participation by NPS students. The apparent reason for the lack of NPS student participation in state or federal bilingual education programs appears to be centered around the general opinion that such participation is in conflict with state laws and the doctrine of separation of church and state. This apparently gives rise to a motivation for not getting involved in offering services or promoting the establishment of policies -- or the actual enactment of legislation -- which permit giving assistance or allow participation. In sum, the study found that nine of 40 states permitting bilingual instruction in their schools authorize non-profit, non-public school students to participate in their bilingual instruction program. Seven states do not permit participation, three states indicated that participation is unconstitutional, and the others did not respond.

Impact of Federal Bilingual Education Policy on Extra-State Jurisdictions

The administration of federal bilingual education policy in outlying areas of the United States has posed unique problems. While there are many facets to this situation, basically the primary problem is the difficulty in tailoring programs designed for highly industrialized, generally urban populations, to the needs and capabilities of extremely widespread and diverse, often under-developed, areas whose people have widely varying cultural, language, and administrative traditions. In essence however, the program is viewed as a mixed blessing. For example:

- In American Samoa the impact of the federal effort has somewhat alleviated the fears some educators held for bilingual instruction concepts and it has motivated the Samoan legislature to reinforce the positive aspects of the policy by passing a resolution lauding and supporting bilingual instruction. This has tended to promote a local environment conducive to bilingual education.

- Guam is well underway in offering bilingual bicultural education programs to all its Chamorro speaking minorities. However, only this language minority is being served and no plans exist to expand the bilingual instruction program to the Filipino minorities or the small number of Micronesians on the islands.

- Puerto Rico, though putting to use any federal funds it can acquire in support of bilingual education, is generally unhappy with the mandates imposed and the requirements it must meet.

- Micronesian administrators and educators perceive bilingual education as providing the common linguistic denominator for uniting its linguistically different groups; and they welcome both the moral and financial support which federal bilingual education policy represents. It does, however, also ask for mandate and guideline flexibility in consideration of its unique position and problems.

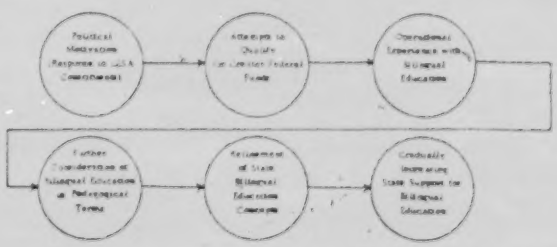
- The Virgin Islands, much like Puerto Rico, appreciate the support federal bilingual education policy brings to its school system, but is also alienated by the lack of flexibility in mandate and guideline administration without consideration of what it calls its "unique cultural and political realities."

There are clearly many significant differences existing in these jurisdictions in language, culture, customs, development stage, administrative traditions, and culture-bound customs. Each of them pointed out that current federal legislation attempts to adjust requirements and guidelines to the unique circumstances prevailing in these jurisdictions, but is not always successful. In sum, it can be stated that the impact of federal bilingual education policy on these jurisdictions has been positive, but it could be even more substantial.

Conclusions and Recommendations

The study found that many of the philosophical and conceptual precepts adopted by states through legislation are the same as those enunciated in federal bilingual education policy. However, few states follow through by appropriating funds to support ongoing, local level projects. Although the states' support for bilingual education is increasing, it appears that some states are adopting bilingual education philosophy and concepts in order to more easily obtain federal bilingual education program grants, and/or to satisfy the increasing demands from limited English speaking constituents. The study findings indicate a pattern of motivation for adopting bilingual education philosophy and concepts based more on political rather than educational considerations and couched in federal financing rather than state financing terms.

The trend appears to be that the states are increasingly assuming responsibility for bilingual education and that each state moves through a cycle on bilingual education along these lines:



Below the study's specific conclusions and recommendations are summarized.

The Status of State Efforts and the Federal Role

Although there has been a considerable increase in the involvement of states in bilingual education over the last eight years, the level of financial, management, and technical support provided by the states varies widely. The findings of this study suggest that four factors directly affect the level of state support for bilingual education. In general terms, it appears that support tends to increase as a function of:

- The number of limited English speaking students counted or estimated by the state;
- The extent of political activity by limited English speaking adults;
- The extent of exposure of the state to effective bilingual education efforts; and
- The extent of state knowledge about the need and bilingual education ways to meet the needs.

The study findings suggest that the Federal Bilingual Education Program has played a significant role in fostering the progress to date but future progress will require a more systematic and concentrated federal effort. To this end, the study recommends that the federal bilingual effort:

- work with states to help them identify and describe those students in need of bilingual education;
- provide incentives which motivate states to identify and meet bilingual education needs;
- concentrate federal resources in states where the present commitment is least in relation to identified needs;
- provide more information on effective practices; and
- provide more training and technical assistance on needs assessment, program design, and program management.

Finally, it is recommended that at all levels, a concerted effort be made to shift the rationale for supporting bilingual education from political to pedagogical grounds.

State Leadership and Coordination Activities

Most states are just beginning to play a substantial leadership and coordinative role in bilingual education. Generally, it appears that the states with broad, fundamental legislation and state level full-time staff are playing a more forceful role in these areas. All states, however, have faced significant difficulty in coordinating resources which focus on bilingual education. Hence, while most states are receiving significant federal support for bilingual education from many sources, very few can identify the specific resources going to LEA's and the manner in which they were used. This lack of knowledge tends to weaken the

role the state can play, e.g., training and technical assistance, vis-a-vis LEA's. It also tends to work against the appointment of full-time staff for coordination and other purposes. This general problem was recognized in the most recent federal bilingual education legislation which provided for grants to SEAs for coordinating technical assistance.

It is recommended that OE take steps to systematically inform each state of all bilingual education resources being made available to each state, the types of resources, the purpose, duration, and the location of their prime users. It is further recommended that OE encourage the states to use this information both to play an active coordinative role and to plan their own bilingual education efforts.

Current Problems Faced by the States

The study findings make it clear that there are several serious resource and information gaps which handicap bilingual education efforts at all levels. Some problem areas such as those pertaining to the lack of qualified teachers, and staff and the shortage of non-Spanish materials typically fall within the state purview. They are, however, difficult problems for a state acting by itself to resolve.

Two other problems which hamper state efforts in planning a bilingual education program are also difficult for individual states to resolve. The first is the lack of empirical evidence on effective approaches at the LEA and classroom level. This lack makes state efforts to provide leadership, training, and technical assistance difficult to credibly carry out. The other gap is the lack of any valid estimates on the number and nature of limited English speaking students. Not having this data has created great difficult for states in planning and allocating resources.

Each of these problems has been recognized by both OE and the Congress and several systematic efforts are already underway under OE sponsorship. The results of these efforts are clearly important at both the state and local levels and dissemination of their results should therefore be very carefully planned.

The State and Non-Public Schools

This study has shown that a wide variety of views exist on the inclusion of non-public schools in bilingual education efforts. It has also shown very little involvement by non-public schoools and that the bulk of the problem seems to stem from a lack of consistent interpretation of federal laws. The study recommends that OE develop a guide which clearly articulates both federal law and policy on the participation of non-public schools in bilingual education.

Extra-State Jurisdictions

The extra-state jurisdictions clearly view the federal bilingual education program as a "mixed blessing"; they agree it has helped their education efforts, but that the guidelines unnecessarily hamper their efforts and hence the program's effectiveness. The study recommends the development of alternate guidelines designed to achieve the same goals, but which are more consistent with their unique situations. It is further recommended that, to the extent possible, education officials in the extra-state jurisdictions be involved in their development.

Considerations in Future Planning

There is considerable feeling in the states that for at least Spanish oriented programs, the time for demonstration efforts is past and there is a need to move on to a service type effort. Furthermore, there appears to be a growing consensus that it is time to move to a new, more operational, i.e., not demonstration or experimental, phase of bilingual education.

The study findings, taken as a whole, strongly suggest that the time may have come to restructure and rethink the federal bilingual education effort as it relates to the states and the LEA's. It then specifically concludes that:

- Many states appear ready and anxious to assume an active, leadership role in bilingual education;
- After eight years of demonstration, at least for Spanish projects, some duplication and wasteful effort is occurring. It appears to be the appropriate time to move to a more clearly defined service oriented program; and
- With the growing importance of bilingual education the role of federal, state, and local education officials is becoming confused; it thus appears to be an appropriate time to rethink each one's role and responsibilities and their interrelationships.

Overall, this study suggests that bilingual education is at a critical crossroads. After eight years of increasingly intensive implementation, some critical future oriented decisions must be made at all levels if the progress and accomplishments of the past are to be continued and expanded. The study's findings strongly suggest that state involvement is critical to this process. They also suggest that it is time to move from demonstration to clearly defined service programs. The study concludes by stating that now is obviously the time to rethink and reform bilingual education and the roles of all key parties.

I. INTRODUCTION

The first national bilingual education program was passed into law as Title VII, Bilingual Education, of the Elementary and Secondary Education Act of 1968 (Public Law 90-247). For the first year of this program's operation Congress appropriated 7.5 million dollars. Since then the level of appropriations has risen steadily to approximately 97.7 million dollars for Fiscal Year 1976. During the 1975-1976 school year, 325 bilingual education LEA instructional projects were Federally funded and provided classroom instruction in these languages. [1/]

Language	No. of Projects
• American Indian Native Languages	31
• Arabic	2
• Chinese	10
• Dutch	1
• English (Puerto Rico)	1
• Eskimo Native Languages	2
• Filipino Native Languages	6
• French	22
• Greek	4
• Italian	16
• Japanese	11
• Korean	2
• Portuguese	15
• Russian	1
• South Pacific Islander Native Languages	12
• Spanish	312
• Yiddish	2

In addition, the federal bilingual education program provides funds for the operation of Bilingual Education Resource, Materials Development, and Assessment and Dissemination Center, and for fellowship grants for teacher and staff training.

This national bilingual education program has brought about heightened awareness and interest in bilingual education. The special needs of school children whose home language is not English are increasingly being addressed by new legislation at federal, state and local levels. Where prior to 1969 20 states had laws expressly prohibiting the use of any language other than English for instruction in the public schools, today only ten states retain such prohibitions. And of these ten, four (Delaware, Idaho, Montana, and Oklahoma) had ESEA Title VII projects operating in their school system during the 1975-1976 school year.

1/ Since this federal program is forward funded, FY 1975 funds primarily supported activities occuring during the 1975-1976 school year. Also, some of these projects provided instruction in two or more languages.

Furthermore, ten states have passed legislation making bilingual education mandatory under specified conditions and 16 other states specifically permit classroom instruction in languages other than English. Forty percent or 16 of the 40 states which mandate or permit bilingual education appropriate and expend funds in support of bilingual education activities.

In 1974, Congress enacted Public Law 93-380 which, in addition to clarifying the purpose and modifying the scope of the ESEA Title VII program, requires that the Commissioner of Education, in consultation with the National Advisory Council on Bilingual Education, prepare and submit to Congress and the President two reports (November 1975 and November 1977) on the condition of bilingual education in the nation. These reports must include:

- A national assessment of the educational needs of children and other persons with limited English speaking ability and of the extent to which such needs are being met from federal, state and local efforts;
- A report on an evaluation of the activities being carried out under Title VII during the preceding fiscal year;
- A statement of the activities intended to be carried out during the succeeding period;
- An assessment of the number of teachers and other education personnel needed to carry out the programs of bilingual education under other programs for persons of limited English speaking ability; and
- A description of the personnel, functions of personnel, and information available at the regional offices of the Department of Health, Education and Welfare dealing with bilingual programs.

Prior to this legislative mandate, the U.S. Office of Education had begun a major evaluation of the Title VII program. This evaluation consisted of three studies; one, an "impact" study directed at measuring the effect of Spanish language bilingual projects upon participating students; two, an "exploratory" study directed at describing issues and problems in native American, Pacific, and Asian and other non-European language bilingual projects; and three, an "exemplary" study directed at identifying effective bilingual education projects in Title VII or other USOE supported programs. These studies were designed to provide most of the material needed to respond to the legislative mandate of Public Law 93-380.

This study of state programs in bilingual education meets the requirements of the legislative mandate which are not addressed in the three studies cited above.

A. Goals and Objectives of the Study of State Programs in Bilingual Education

The general objective of this study was to provide information, analyses and recommendations which were deemed essential to the reports on the condition of bilingual education in the nation required by Public Law 93-380. The specific objectives of the study were:

1. To describe and analyze state programs in the field of bilingual education.

2. To describe and analyze the status and accomplishments of the state bilingual education programs referred to in (1) above.

3. To describe and analyze the capabilities and activities of, and technical assistance given to, bilingual education by State Education Agencies; and, to describe and analyze state agency plans and efforts to develop "high quality leadership capabilities" for the management of bilingual education programs.

4. To determine what participation in bilingual education activities under state managed programs is made available to eligible children enrolled in non-profit, non-public schools.

5. To describe and assess the impact of federal bilingual education policy on educational programs and projects for language minorities in the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Trust Territory of the Pacific Islands.

6. Based on the foregoing descriptions, analyses and assessments, present critical analyses of the current status and future prospects of state-initiated activities in bilingual education.

7. To prepare 20 "case studies" on noteworthy projects or practices in state, regional, or federal programs in bilingual education as observed by the contractor.

B. Methodology

1. Selection of the Study Sample

To achieve these seven objectives, the study was divided into three phases encompassing nine tasks. Phase I detailed the framework for the study and laid the foundation for the tasks to be carried out in Phases II and III. Phase II included all data collection efforts, as well as certain

preparatory and analytical activities which culminated in the finalization of a study design. Phase III, the final and conclusive phase of the study, comprised all actions necessary to produce a draft and final report.

The broad spectrum of information required for the study made obvious the need to review data and information available at the federal level prior to seeking additional information at the state level. The review conducted indicated that there was considerable information available about federal activities in bilingual education, but little or no information on state activities in this area. Generally descriptive data on state bilingual projects and activities did not exist at the federal level. Similarly, there was not any data or information available to aid in selecting 20 projects on the basis of their noteworthiness in addressing current issues in bilingual education. In addition, nothing could be located which would allow definition of the impact of federal policies on American Samoa, Guam, Puerto Rico, the Trust Territory of the Pacific Islands or the Virgin Islands. The study, therefore, was designed to gather current data and information available at other than the federal level consistent with the study objectives.

The design which evolved required that data be collected through the use of six instruments. Table 1 contains a summary of these instruments showing the objectives to which they related and the SEA/LEA respondents involved. Copies of the instruments are included in supporting Volume IV.

The study scheme entailed dividing the 50 states into two groups: (1) those states that would be visited by field teams and (2) those states that would be canvassed by a mailed questionnaire only. States to be visited were identified in the RFP and were selected on the basis that previous USOE studies had indicated they were states which had ongoing state bilingual education programs. Questionnaires returned from states not visited were analyzed to determine whether visits to other SEA's were necessary. In addition to these 20 states, Puerto Rico, Guam, American Samoa, the Virgin Islands and the Trust Territory of the Pacific Islands were also visited. They were visited based on a recommendation made by the National Advisory Committee on Bilingual Education calling for an assessment of the U.S. educational policy impact on language minorities in these jurisdictions. Table 2 shows the visitation scheme for SEA's by state.

TABLE 1. SUMMARY OF DATA GATHERING INSTRUMENTS

INSTRUMENT	OBJECTIVE ADDRESSED	RESPONDENTS
General Survey Questionnaire	1, 2, 3, 4, and 6	Chief state school officers or their designated representatives at all SEA's or other political entities (See Note 1).
Interview Form for SEA Bilingual Education Coordinators	1, 2, 3, 4, 5, 6 and 7	All bilingual education coordinators at locations visited.
Interview Form for Chief State School Officers	1, 2, 3, 4, and 6	Chief state school officers or their designates.
Interview Form for SEA Administrators and/or Coordinators	1, 2, 3, 4, and 6	• Indian Education Officials • Title I, ESEA Coordinators • Title III, ESEA Coordinators • Emergency School Aid Act Coordinators • Adult Education Coordinators
Interview Form for Legislators	1 and 6	Selected state legislators and their staffs (See Note 2).
(Part A only) General Information on Case Study Candidates	7	Case Study Candidate Project Director (See Note 3).

Note 1: A modified version of this instrument for use in the five outlying jurisdictions (American Samoa, Guam, Puerto Rico, the Trust Territory of the Pacific, and the Virgin Islands) was developed. This modified instrument addressed Objective 5, the assessment of educational policy impact on language minorities.

Note 2: It was planned to interview two legislators in each state or outlying jurisdiction visited. In states having bicameral legislatures attempts were made to interview the Chairman of both Education Committees. In legislatures having only one house, attempts were made to interview the Chairman of the Education Committee and one other legislator versed in bilingual education and other education matters.

Note 3: Part B of this instrument constituted a guide to gather data and information which were project specific for each Case Study Candidate Project.

TABLE 2. STATE EDUCATIONAL AGENCIES (SEA's) INCLUDED IN THE STUDY

- SEA's CANVASSED THROUGH MAILED QUESTIONNAIRE ONLY (30):

Alabama	Minnesota	Oklahoma
Arkansas	Mississippi	South Carolina
Delaware	Missouri	South Dakota
Georgia	Montana	Tennessee
Idaho	Nebraska	Utah
Indiana	Nevada	Vermont
Iowa	New Hampshire	Virginia
Kansas	North Carolina	West Virginia
Kentucky	North Dakota	Wisconsin
Maryland	Ohio	Wyoming

- SEA's VISITED FOR PERSONAL INTERVIEWS AND DATA VERIFICATION (20):

Alaska	Massachusetts
Arizona	Michigan
California	New Jersey
Colorado	New Mexico
Connecticut	New York
Florida	Oregon
Hawaii	Pennsylvania
Illinois	Rhode Island
Louisiana	Texas
Maine	Washington

- OUTLYING JURISDICTIONS VISITED FOR INTERVIEWS (5):

American Samoa
Guam
Puerto Rico
Trust Territory
Virgin Islands

With regard to objective seven, 98 local bilingual education projects were nominated as noteworthy in one or more of the ten criteria listed on Table 3, and 50 were visited by the study staff. Of these 50, 15* were finally selected for inclusion in this study (see Volume II). Generally, nominations were made by OE Regional Offices or State Educational Agencies. Final selection of the 50 noteworthy sites for visitation was based on the following:

- Noteworthy involvement in any one of ten OE criteria/issues areas developed as current and important in bilingual education (see Table 3);
- A balanced spectrum in terms of geography, languages, and ethnic background across the issues identified;
- Initial review of available project documentation to assure, at a minimum, that the nomination was valid; and,
- The desire on the program or projects' part to cooperate in the data collection.

While no bilingual education projects were visited in any of the five U. S. territories, visits were made to ascertain from officials how each of the territories was resolving its unique language situations.

2. Bilingual Education Programs Reviewed

Public Law 93-380, in addition to clarifying the purpose and modifying the scope of the ESEA Title VII Bilingual Education Program, mandated that the Commissioner of Education prepare and submit reports on the condition of bilingual education in the nation including an assessment of "other programs" for persons of limited English speaking ability. Congress defined "other programs" as:

> "... the program authorized by Section 708 (c) of the Emergency School Aid Act and the programs carried out in coordination with the provisions of this title pursuant to Section 122 (a) and Part J of the Vocational Education Act of 1963, and Selection 306 (a) (ll) of the Adult Education Act, and programs and projects serving areas with high concentrations of persons of limited English speaking ability pursuant to Section 6 (b) (4) of the Library Services and Construction Act."

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* Twenty case studies were developed; however, only 15 contained sufficient data to develop them for final publication.

TABLE 3. OE CRITERIA/ISSUES FOR SELECTION OF NOTEWORTHY BILINGUAL EDUCATION PROGRAMS/PROJECTS AS CASE STUDY CANDIDATES

A. A state-funded project at the local level that appears to be effective in improving student achievement or attitude.

B. A bilingual education project that appears to represent a noteworthy collaboration of state and federal resources, or conversely that appears to be indicative of an overlap, a gap or a counterproductive effort problem in the use of state or federal resources.

C. A bilingual education project that appears to have benefited from technical assistance activities coordinated by the SEA or which appears to have otherwise benefited from "high quality leadership capabilities" exercised by the SEA.

D. A bilingual education project that appears to represent effective inter-or intra-state regional collaboration in the planning and implementation of its educational activities.

E. A bilingual education project that appears to have complied fully with the letter and intent of P.L. 93-380 as regards the development of an application for a bilingual education program and the subsequent establishment of a committee of parents and, where appropriate, students.

F. A bilingual education project that appears to have involved effectively the eligible children enrolled in non-profit, non-public educational institutions.

G. A bilingual education project that appears to have made effective use of innovative techniques or materials in its educational activities, including televised or computer-assisted instruction or other media whose development was supported with federal funds.

H. A bilingual education project that appears to have been effective in developing resources that may be used in other projects.

I. A bilingual education project that appears to have been successful in validly determining language ability of limited English speaking students.

J. A bilingual education program/project that appears to have been effective in bringing together student groups of differing languages and cultures in the same program.

Since the general objective of this study was to provide information not expected to result from other studies and activities undertaken by USOE in response to the mandate, but which was essential to the report on the condition of bilingual education in the nation. the study staff was required to conduct its program review using as one perspective the definition of the effect and impact on state activities of the operation of federal bilingual education programs in that state. For this reason, the programs defined by Congress as "other programs" plus those programs defined by ESEA Titles I, III, IV, and VII were also reviewed together with the many different state programs in bilingual education.

C. Study Operations

Most of the data and information contained in this report were gathered by field teams during a series of visits to both State Educational Agencies and Local Educational Agencies. The data or information not obtained in this manner were provided through a mailed questionnaire completed by SEA's not visited, or were gleaned from reports and summaries of program activities published by various federal and state program offices. In general, these data were accepted as obtained unless the study staff found some reason to question and verify the data. The design of the mailed questionnaire was such that states which had no involvement in bilingual education could answer three questions contained in the first page of the instrument and return the questionnaire without further action.

Field activities were organized around a two person team which spent two weeks in each state visiting first the SEA and afterwards two LEA's within the state from which the team gathered data for case study documentation. Upon return to the staff office, these teams spent one week refining their reports and documenting draft case studies for those LEA's they had visited. This process was repeated until, in four such visitation and writing cycles, five teams had visited all SEA's and all LEA's selected for visitation. While this process was ongoing, the permanent members of the study staff undertook visits to American Samoa, Guam, Puerto Rico, the Trust Territory of the Pacific Islands, and the Virgin Islands. Since visits to these outlying jurisdictions were scheduled for the specific purpose of gathering information regarding the impact of federal bilingual education policy on language minorities living in these political entities, it was felt that the task of visiting and interviewing officials at these locations could best be accomplished by the permanent staff.

Following a quality check and review, the data that had been acquired was synthesized and coded for tabulation and analysis. Since the bulk of the data acquired were of a qualitative or categorical nature, the statistical analysis

procedures used were primarily descriptive in nature. As anticipated, the data acquired did not lend themselves to application of higher order statistical analysis techniques. However, descriptive techniques still permitted comparisons by state, particularly on the basis of level of magnitude. In this regard, but only to the extent feasible, the analysis of the data was directed at the identification of clusters of variables which appeared to have an impact on the operation of the various state programs in bilingual education, and which could be meaningfully compared.

In assessing the adequacy of the data included in this report, the reader should consider that the information contained in the report has been derived from data reported by the State Educational Agencies canvassed. The study staff has assumed that (1) the respondents providing the data understood what data were required, and (2) that the respondents provided the best and most valid data available. Though the study staff has generally assessed the validity of the data provided, it has not been possible to validate each and every item of data acquired for completeness or detailed correctness. To this extent the data presented appears to best represent the level of magnitude or effort expended or allocated for bilingual education during the 1975-1976 school year. Comparisons on a number-by-number basis, with data gathered and treated via classical statistical techniques, should not be attempted as it might lead to assessments or conclusions limited in statistical validity. To alleviate this possible comparison problem, Volume IV of this report includes copies of all data gathering instruments. In most data tables the questions that were asked of SEA respondents when gathering the data desired are also included.

II. FINDINGS

A. General Overview and Description of State Programs in Bilingual Education

Initial review of available bilingual education literature pointed significantly to the fact that there were many educational activities going on in the United States under the umbrella of bilingual bicultural education, and that it would be necessary to somehow define those activities to be reviewed if the study were to avoid collecting information not relevant to the purposes of this study. As a result of these considerations, two actions were taken : one, a list of definitions specifically applying to the study project was developed and two, a set of simple yet pointed conventions and courses of action for review and analysis of information were formulated. The key definitions applying to this portion of the report were:

- "Bilingual education means the use of two languages as the medium of instruction, one of which is the most commonly used language of instruction."

- "A state program in bilingual education is an implemented educational program legislated and funded by the state in which two languages are used as the medium of instruction, one of which is the most commonly used language of instruction." (Note: This definition provides for the fact that Puerto Rico uses Spanish as the most common language of instruction.)

- "Legislation authorizing a state program in bilingual education (program authority) means any law passed by the state's legislature which mandates, defines and/or establishes parameters for bilingual education."

Applicable conventions or courses of action formulated were:

- "Any amount appropriated by a state directly for support of bilingual education activities would constitute funding of a state bilingual education program."

- "Authorizing legislation (program authority) will be the one and only authority that will be used in defining the mandates and provisions of State Bilingual Education Programs."

- "The teaching of English as a second language (ESL) will be considered bilingual education provided that instruction is given in two languages, the commonly used language of instruction and another language, and that the agency responsible for the ESL program considers it bilingual education."

These definitions and conventions contributed significantly to the study staff's ability to cope with the magnitude of the study.

In dealing with states which were silent on the use of languages other than English as a medium of instruction, it was decided that since bilingual education was not specifically prohibited, and since some of these states had in fact allowed implementation of bilingual education projects in their schools, it was reasonable to classify these states as permitting bilingual education. This conclusion is reflected in the statistical material that follows.

1. Authority for State Bilingual Education Programs

Table 4 generally defines the status of state bilingual education program authority throughout the United States. Status shown is as of December 1976. It is interesting to note that four of the ten states which prohibit bilingual education (Delaware, Idaho, Montana, and Oklahoma) actually had operating ESEA, Title VII bilingual education projects in their schools during the 1975-1976 school year.

As of December 1976, 80% of the states either mandated or permitted bilingual education in their schools. If one considers the fact that four of the ten states prohibiting bilingual education actually had bilingual education projects operating in their schools, this figure increases to 88%, a long way from the prevailing status at the time the Federal Bilingual Education Act first became law (1968) when 20 states (40%) prohibited bilingual instruction.

2. Goals and Objectives for State Bilingual Education Programs

Table 5 gives the reader insight into the prevailing bilingual education views in the U.S. It was found that transitional bilingual education (bilingual education programs which provide instruction to students in two languages until the student is able to understand and communicate in the commonly used language of instruction, i.e., English) was greatly favored. Of the 20 states who define the type of bilingual education program to be implemented in their legislation 17, or 85%, identified transition from the home language to English as the primary goal. It was interesting to note that Utah implements a program whose primary thrust is to compensate for the effects of low socio-economic status, and that Louisiana implements a unique second language maintenance program.

TABLE 4. SUMMARY OF LEGISLATIVE PROVISIONS FOR BILINGUAL INSTRUCTION BY STATE

Source: Current (December 1976) Legislative or Statutory Provisions

ADOPTED BILINGUAL INSTRUCTION SPECIFICALLY PERMITTED	ADOPTED BILINGUAL INSTRUCTION MANDATORY	NOT ADOPTED-STATE SILENT ON 1/ BILINGUAL INSTRUCTION	NOT ADOPTED-BILINGUAL INSTRUCTION PROHIBITED 2/
Arizona	Alaska	Georgia	Alabama
Connecticut	California	Hawaii	Arkansas
Florida	Colorado	Kentucky	Delaware 3/
Indiana	Illinois	Maryland	Idaho 3/
Iowa	Massachusetts	Mississippi	Montana 3/
Kansas	Michigan	Missouri	Nebraska
Louisiana	New Jersey	Nevada	North Carolina
Maine	Rhode Island	Ohio	North Dakota
Minnesota	Texas	South Carolina	Oklahoma 3/
New Hampshire	Wisconsin	South Dakota	West Virginia
New Mexico		Tennessee	
New York		Vermont	
Oregon		Virginia	
Pennsylvania		Wyoming	
Utah			
Washington			
Total: 16 (32%)	Total: 10 (20%)	Total: 14 (28%)	Total: 10 (20%)

1/ The study assumes bilingual instruction is tacitly permitted in these states.

2/ Stated bilingual instruction prohibitions may not be categorical, i.e., Alabama: grades 1 to 6 only; Arkansas: in all common school branches; Delaware: in elementary school subjects; North Carolina: in all subjects in the course of study; Montana: in middle, junior, and high schools; etc.

3/ ESEA Title VII projects were operational in these states during the 1975-1976 school year.

TABLE 5. TYPE OF LEGISLATED BILINGUAL INSTRUCTION PROGRAMS
Implemented (1975-1976 School Year) by State

Source: Current (September 1976) Legislative or Statutory Provisions

TRANSITION HOME LANGUAGE TO ENGLISH	COMPENSATORY TO OVERCOME SOCIO - ECONOMIC STATUS	ENRICHMENT OF LANGUAGE, CULTURE AND IMAGE	MAINTENANCE/ ACQUISITION OF A SECOND LANGUAGE
Arizona	Utah	Guam	Louisiana
California			
Colorado			
Connecticut			
Illinois			
Maine			
Massachusetts			
Michigan			
Minnesota			
New Jersey			
New York			
New Mexico			
Oregon			
Rhode Island			
Texas			
Wisconsin			
Total: 17	Total: 1	Total: 1	Total: 1

Special Note: Governing legislation for states not appearing in this listing either prohibit bilingual instruction (Alabama, Arkansas, Delaware, Idaho, Montana, Nebraska, North Carolina, North Dakota, Oklahoma, and West Virginia), or, though permitting bilingual instruction, define no specific program type for implementation (Alaska, Florida, Georgia, Hawaii, Iowa, Kansas, Kentucky, Maryland, Mississippi, Missouri, Nevada, New Hampshire, Ohio, Pennsylvania, South Carolina, South Dakota, Tennessee, Vermont, Virginia, Washington, and Wyoming)

The study found that 20 of the 40 states mandating or permitting bilingual education 50% do not define the type of program to be implemented in existing legislation. Because of this, bilingual education program goals, as usually enunciated in SEA policy documents and LEA program/project plans and proposals, are often vague and contradictory and appear philosophical rather than pedagogical. The study also found the primacy of transitional bilingual education to be in direct conflict with some members of the bilingual education community. Interviews with SEA and LEA staff indicated that many members of this community, particularly the Spanish speaking, are adamantly opposed to transitional bilingual education programs. They favor greatly the enrichment or maintenance approach. Many are actively engaged in planning and attempting to implement such programs even if "doing it under the guise of appearing to implement transition programs becomes necessary." Some members of this group expect that within 10 to 15 years, both English and Spanish will be the official languages of the United States.

In terms of the focus of the state sponsored programs, all states which supported programs indicated they were service programs. They furthter indicated that the only operating demonstration programs were those working in conjunction with Title VII.

3. Mandated or Prohibited Approaches or Practices

Tables 6a and 6b summarize the provisions, including mandated or prohibited approaches or practices, of state bilingual education program authority. All 50 states are listed. Development of these tables required a thorough review and analysis of all pertinent educational code legislation impacting on, or relevant to, bilingual education plus other sources of information such as the Center for Applied Linguistics' Publication "Current Status of U.S. Bilingual Education Legislation" May 1975.

The applicability of these provisions in each state is shown with reference to 28 specific bilingual education program characteristics (note that there are 28 states in which none of the characteristics apply). An analysis of these data shows that the states fall into three categories, namely:

- States which have not adopted any bilingual education legislation (i.e., none of the characteristics apply) -- 28 states;
- States which have adopted limited bilingual education legislation (8 or less of the characteristics apply) -- 11 states; or,
- States which have adopted comprehensive bilingual education legislation (9 or more of the characteristics apply) -- 11 states.

Table 6a. STATUS AND SUMMARY OF PROVISIONS CONTAINED IN STATE BILINGUAL INSTRUCTION/EDUCATION LEGISLATION

Bilingual Instruction Code
(1) Prohibited
(2) Permitted
(3) Mandatory
(4) Silent

STATE	Defines the type of program to be implemented, i.e., Transition, Enrichment, etc.	Limits the duration of bilingual instruction	Limits grades in which bilingual instruction is permitted	Provides for a 'Limited English Speaker' census	Provides for yearly evaluation of bilingual education students	Provides for 'Time in Program' extensions	Requires a formal LEA application	Mandates a cultural component	Defines ESL or TESL as bilingual education	Requires parental consent for enrollment	Provides for participation by monolingual English speakers	Prohibits segregation of students	Discourages commingling of disparate age, achievement or language students	Mandates Directors of Bilingual Education at LEAs	Status
Alabama															(1)
Alaska								X							(3)
Arizona	X	X	X		X										(2)
Arkansas															(1)
California	X			X	X		X	X		X	X	X			(3)
Colorado	X	X	X	X			X	X		X	X	X	X	X	(3)
Connecticut	X							X							(2)
Delaware															(1)
Florida															(2)
Georgia															(4)
Hawaii															(4)
Idaho															(1)
Illinois	X	X		X	X	X	X	X		X		X	X		(3)
Indiana	X						X	X		X	X		X		(2)
Iowa															(2)
Kansas			X				X								(2)
Kentucky															(4)
Louisiana	X									X					(2)
Maine	X	X	X												(2)
Maryland															(4)
Massachusetts	X	X		X	X	X	X	X		X		X	X		(3)
Michigan	X	X		X	X			X		X					(3)
Minnesota	X		X						X						(2)
Mississippi															(4)
Missouri															(4)

Table 04. STATUS AND SUMMARY OF PROVISIONS CONTAINED IN STATE BILINGUAL INSTRUCTION/EDUCATION LEGISLATION

Bilingual Instruction Code (1) Prohibited (2) Permitted (3) Mandatory (4) Silent STATE	Defines the type of program to be implemented, i.e., Transition, Enrichment, etc.	Limits the duration of bilingual instruction	Limits grades in which bilingual instruction is permitted	Provides for a 'Limited English Speaker' census	Provides for yearly evaluation of bilingual education students	Provides for 'Time in Program' extensions	Requires a formal LEA application	Mandates a cultural component	Defines ESL or TESL as bilingual education	Requires parental consent for enrollment	Provides for participation by monolingual English speakers	Prohibits segregation of students	Discourages commingling of disparate age, achievement or language students	Mandates Directors of Bilingual Education at LEAs	Status
Montana															(1)
Nebraska															(1)
Nevada															(4)
New Hampshire															(2)
New Jersey	X	X		X				X		X	X	X	X		(3)
New Mexico	X		X				X	X	X			X			(2)
New York	X	X				X		X							(2)
North Carolina															(1)
North Dakota															(1)
Ohio															(4)
Oklahoma															(1)
Oregon	X								X						(2)
Pennsylvania															(2)
Rhode Island	X	X		X	X	X	X	X		X	X	X	X	X	(3)
South Carolina															(4)
South Dakota															(4)
Tennessee															(4)
Texas	X	X	X	X	X	X		X		X		X	X		(3)
Utah	X						X								(2)
Vermont															(4)
Virginia															(4)
Washington															(2)
West Virginia															(1)
Wisconsin	X			X						X	X	X			(3)
Wyoming															(4)
TOTAL:	19	10	7	9	7	5	9	13	3	11	6	9	7	2	

Table 6b. STATUS AND SUMMARY OF PROVISIONS CONTAINED IN STATE BILINGUAL INSTRUCTION/EDUCATION LEGISLATION

Bilingual Instruction Code

(1) Prohibited

(2) Permitted

(3) Mandatory

(4) Silent

STATE	Addresses bilingual teacher qualification, training and/or certification requirements	Allows bilingual teacher certification waivers	Provides for use of Teacher Aides	Provides for use of Community Coordinators	Provides for Parent/Community involvement	Makes available supplementary State funds	Provides for administrative elements at SEA level	Outlines methodology for program implementation	Provides for yearly reports to State legislature	Provides for children identified as non-English speakers under the Civil Rights Act	Provides for participation between school districts	Provides for financial assistance to develop bilingual staff	Provides for the use of foreign associated teachers	Provides for enforcement of the mandating legislation	Status
Alabama															(1)
Alaska						X	X	X			X				(3)
Arizona	X					X			X		X				(2)
Arkansas															(1)
California	X	X	X		X	X	X	X	X	X	X	X			(3)
Colorado	X	X	X	X	X	X	X	X	X	X	X	X			(3)
Connecticut	X	X							X						(2)
Delaware															(1)
Florida						X									(2)
Georgia															(4)
Hawaii															(4)
Idaho															(1)
Illinois	X				X	X	X			X					(3)
Indiana	X				X	X	X	X	X						(2)
Iowa															(2)
Kansas															(2)
Kentucky															(2)
Louisiana						X		X					X	X	(2)
Maine	X														(2)
Maryland															(4)
Massachusetts	X	X			X	X	X	X	X	X					(3)
Michigan	X				X				X	X					(3)
Minnesota															(2)
Mississippi															(4)
Missouri															(4)

Table 5b. STATUS AND SUMMARY OF PROVISIONS CONTAINED IN STATE BILINGUAL INSTRUCTION/EDUCATION LEGISLATION

Bilingual Instruction Code
(1) Prohibited
(2) Permitted
(3) Mandatory
(4) Silent

STATE	Addresses bilingual teacher qualification, training and/or certification requirements	Allows bilingual teacher certification waivers	Provides for use of Teacher Aides	Provides for use of Community Coordinators	Provides for Parent/ Community involvement	Makes available supplementary State funds	Provides for administrative elements at SEA level	Outlines methodology for program implementation	Provides for yearly reports to State legislature	Provides for children identified as non-English speakers under the Civil Rights Act	Provides for participation between school districts	Provides for financial assistance to develop bilingual staff	Provides for the use of foreign associated teachers	Provides for enforcement of the mandating legislation	Status
Montana															(1)
Nebraska															(1)
Nevada															(4)
New Hampshire															(2)
New Jersey					X		X	X			X	X			(3)
New Mexico	X				X	X									(2)
New York															(2)
North Carolina															(1)
North Dakota															(1)
Ohio															(4)
Oklahoma															(1)
Oregon															(2)
Pennsylvania															(2)
Rhode Island	X	X	X	X	X	X	X	X			X				(3)
South Carolina															(4)
South Dakota															(4)
Tennessee															(4)
Texas	X					X					X	X			(3)
Utah															(2)
Vermont															(4)
Virginia															(4)
Washington															(2)
West Virginia															(1)
Wisconsin	X		X		X	X		X	X		X	X		X	(3)
Wyoming															(4)
TOTAL:	13	5	4	2	10	13	8	9	8	2	10	6	1	2	

The 11 states which have comprehensive bilingual education legislation are California, Colorado, Illinois, Indiana, Massachusetts, Michigan, New Jersey, New Mexico, Rhode Island, Texas, and Wisconsin. Note that Rhode Island, though having adopted very comprehensive bilingual education legislation, effectively invalidates this legislation because it is not effective until "funds of the federal government are made available to and accepted by the state department of education to carry out the purpose of the act on a continuing basis" (see the individual summary for the state of Rhode Island in Volume III). Considering this point, only 10 out of 50 states (20%) have adopted comprehensive legislation supporting bilingual education programs.

It is interesting to review the totals at the bottom of Tables 6a and 6b and see which are the more popular mandates, prohibited approaches or practices. Nineteen of the 22 states to which any of the characteristics apply define the type of program to be implemented. This appears to be the most popular practice. In addition:

- Thirteen of the 22 states address bilingual education teachers' qualifications, training or certification requirements;
- Thirteen of the 22 states make available supplementary state funds in support of bilingual education;
- Thirteen of the 22 states mandate a cultural component;
- Eleven of the 22 states require parental consent for enrollment;
- Ten of the 22 states limit the duration of bilingual education instruction;
- Ten of the 22 states provide for parent/community involvement;
- Ten of the 22 states provide for participation between school districts;
- Nine of the 22 states provide for a yearly "limited English speaker" census;
- Nine of the 22 states require a formal LEA application for program approval and supplementary funding;
- Nine of the 22 states outline some methodology for program implementation; and
- Nine of the 22 states prohibit segregation of students for any purpose.

4. Special State Bilingual Education Program Requirements

In general, most of the 10 states mandating bilingual education impose special requirements concerning staff qualifications, student-teacher ratios and student eligibility. Other states do not. Tables 7, 8, and 9 present the findings on this facet of state bilingual education program authority.

a. Staff Qualifications

As shown in Table 7, 14 states (California, Colorado, Delaware, Hawaii, Illinois, Louisiana, Maine, Massachusetts, Michigan, New Jersey, New Mexico, Pennsylvania, Rhode Island, and Texas) stated that they require special qualifications for assignment as a bilingual education program staff member. As one would expect, the most often cited special requirement was fluency in the second language of the program. Other requirements imposed were varied and followed no particular pattern. Of particular note was Louisiana which requires extensive special training and fluency in the second language for all instructional, administrative, and supportive staff at all program levels.

b. Student-Teacher Ratios

Table 8 lists the six states (Colorado, Illinois, Louisiana, Massachusetts, New Mexico, and Texas) and the three extra-state jurisdictions (Guam, Puerto Rico, and the Trust Territory) which the study found mandated student-teacher ratios in their program authority. However, generally the setting of student-teacher ratios is delegated to the LEA level or is defined as an LEA responsibility. This appears to be more compatible with the LEA functions of program planning, program staffing, budgeting, and contract negotiations with teacher organizations. It should be noted that in performing these functions the three extra-state jurisdictions listed are more like Local Educational Agencies than State Educational Agencies. In general, it was found that the establishment of these ratios in state bilingual education program authorities was the exception rather than the rule.

Table 7

States Imposing Special Requirements for Certification of Teachers in Bilingual Education

Source: Form A, Question E5, "Does your State require special qualifications for bilingual education instructional personnel?"

State	Special Requirements		Remarks
	Competence in Second Language	Other	
California	X	X	Requires a bilingual-crosscultural certificate of proficiency and/or other credentials in bilingual education
Colorado	X		Administrators must have experience in bilingual education
Delaware	X	X	Requires ESL training and knowledge of target group's culture
Hawaii	X		Administrators must be fluent in second language (Ilocano)
Illinois	X		Certification is said to be causing major problems
Louisiana	X	X	Special training plus fluency in second language is required
Maine	X		Certification in both content and language is required
Massachusetts	X		
Michigan	X		
New Jersey	X		Administrators must have an MA in bilingual education
New Mexico	X	X	Must have cultural training in the culture involved
Pennsylvania	X	X	Requires certification in content areas
Rhode Island	X		
Texas	X		

Table 8

Student/Teacher Bilingual Education Ratios
Mandated by Program Authority

Source: Form A, Question E1, "Please indicate the average student/teacher ratio required within the State."

State [1]	Student/Teacher Ratios			
	Elementary School	Secondary School	Pre-School	Other
Colorado	28/1	None	None	
Illinois	30/1	32/1	20/1	
Louisiana	25/1			20/1 Adult (ages 45-64)
Massachusetts	15/1	15/1	15/1	20/1 With Aide
New Mexico	26/1	29/1	20/1	
Texas	25/1	25/1	25/1	
Guam	25/1	25/1	25/1	
Puerto Rico	None	30/1	None	
Trust Territory of the Pacific Islands	25/1	25/1	None	

[1] If a state is not listed in this table one of the following applies:

- The state does not mandate student-teacher ratios;
- The State Educational Agency delegates this responsibility to LEAs; or
- Student-teacher ratios are the sole responsibility of LEAs.

5. Other Aspects of State Bilingual Education Involvement

The states are often involved in two other areas of importance: determining and/or counting eligible students, program planning, and evaluation. Below the available data on these areas are presented.

a. Student Eligibility

The study looked at students in need of bilingual instruction from two points of view: how need was determined; and the number of students identified. Table 9 shows the findings (states not shown on this table had no comparable data available). Twenty two states and the five extra-state jurisdictions provided data on students in need of and eligible for entry into bilingual education programs. Of the 22 states reporting, 8 states (California, Colorado, Illinois, Massachusetts, Michigan, New Jersey, Rhode Island, and Texas) provide for a yearly "limited English speaker" census in their program authority legislation. *

Generally, it was found that the method used in identifying non-English speaking students or limited English speaking ability (LESA) students was inadequate. As shown in Table 6, of 27 states and jurisdictions reporting, only 5 used a standard technique for identifying LESA students; and, of these, only 3 tested students to identify limited English speaking ability. Generally, no standard method is being used in identifying LESA students. Of the 55 states and extra-state jurisdictions canvassed, only 27 or 49% could provide data on the subject and only 5 or 9% were using some standard technique (teacher opinion, LESA testing or teacher panel opinion) for identifying LESA students. **

b. Program Planning and Evaluation

The legislative mandates in nine states (California, Colorado, Illinois, Indiana, Kansas, Massachusetts, New Mexico, Rhode Island, and Utah) require the submission of a program plan to the SEA for approval prior to implementation of bilingual education programs.

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* It is interesting to note that OE's 1976 report to the President and the Congress estimates there are 3.6 million limited English speaking children from age 4-18. USOE, The Condition of Bilingual Education in the Nation, page 2, 1976.

** It should be understood that LEA's have consistently found it difficult to assess language capability of LESA students. Comptroller General's Report to Congress, Bilingual Education: An Unmet Need, May 19, 1976.

Table 9

Number of Students Found to Have Limited English Speaking Ability, by State

Source: Form A, Question E1, "Please indicate the approximate number of students in the State found to have limited English speaking ability." (Note: States not listed in this table had no comparable data available).

Form B, Question B10, "Does the State program authority suggest or mandate methods for the identification of eligible students? If yes, what methods?"

State	ID	LESA Students				
		Total	Pre-School	Elementary	Secondary	Adult
laska	4	5,100	--	5,000	100	--
rizona	2	66,200	--	59,000	7,200	--
alifornia	2	233,500	--	156,600	76,900	--
olorado	3	22,000	--	22,000	--	--
onnecticut	4	24,000	(◄ --	-- 24,000 --	-- ►)	--
elaware	4	1,100	100	600	300	100
awaii	4	10,800	--	(◄ -- 10,800 -- ►)		--
linois	4	65,500	--	(◄ -- 65,500 -- ►)		--
aryland	4	36,000	5,000	4,000	3,000	24,000
assachusetts	4	14,000	--	11,000	3,000	--
ichigan	2	36,600	2,900	26,900	6,800	--
evada	4	3,400	--	(◄ -- 3,400 -- ►)		--
ew Jersey	4	40,000	(◄ --	-- 40,000 --	-- ►)	--
ew York	4	533,900	12,216	297,088	224,636	--
klahoma	4	5,000	--	5,000	--	--
regon	4	5,300	700	2,900	500	1,200
ennsylvania	4	11,600	1,500	7,200	2,900	--
hode Island	1	8,900	(◄ --	-- 8,900 --	-- ►)	--
exas	4	169,300	--	120,700	48,600	--
tah	4	14,800	--	7,400	7,400	--
rginia	4	5,000	(◄ --	-- 5,000 --	-- ►)	--
ashington	4	20,000	--	20,000	--	--
Sub-Total		1,332,000				
merican Samoa	4	9,400	1,900	5,600	1,900	--
uam	4	10,900	--	6,800	4,100	--
uerto Rico	4	669,700	--	420,600	249,100	--
rust Territory of he Pacific Islands	4	36,800	--	30,000	6,800	--
irgin Islands	4	2,700	--	2,100	600	--
Sub-Total		729,500				
TOTAL		2,061,500				

ow Identified (ID) Codes:

1: Teacher opinion
2: LESA testing
3: Teacher panel opinion
4: No standard method used in identifying LESA students

Applications appear to serve two basic purposes: to provide SEA program staff management with information about the program to be implemented thereby assuring compliance with program authority, and to establish a baseline foundation for supplementary funding for the program. Generally, no supplementary funding support will be provided unless an SEA reviewed and approved program is implemented. *

Nine states (Alaska, California, Colorado, Connecticut, Louisiana, Michigan, New York, Utah, and Washington) require yearly or more frequent evaluations of bilingual education programs operating at the LEA level.

6. Summary

In reviewing and analyzing state programs in bilingual education for LESA persons, the Study of State Programs in Bilingual Education has established the following:

- LEA's in 40 states could legally implement bilingual education programs. This is a marked increase from the situation in 1968 when 20 states actually prohibited bilingual education. LEA's in ten of these states were mandated to implement bilingual education programs under specified conditions.

- LEA's in ten states were prohibited by law from giving classroom instruction in any but the English language. Some of these states (at least 4) however, chose not to enforce this prohibition. One of these states (Arkansas) provides for and enforces a $25 per day fine on the teacher or school administrator for using anything but the English language for instruction.

- Of the 19 states that identify the type of bilingual instruction program that can be implemented in their program authority, the vast majority (17) mandated transitional bilingual education (see Table 5). One, Utah, mandates compensatory programs, and another, Louisiana, mandates maintenance programs.

- The five most popular requirements or provisions of state legislated bilingual education programs are:

  - Implementation of "transitional" bilingual instruction programs (17 states);

  - Establishing special qualifications for the certification of bilingual education teachers (13 states);

* Nine other states (Alaska, Arizona, Connecticut, Louisiana, Michigan, New Jersey, New York, Texas, and Washington) use formal LEA application procedures even though they are not mandated by their program authority.

- Providing LEA's supplementary funds in support of bilingual education (13 states);

- Mandating a cultural component (13 states); and

- Requiring parental consent for enrollment of students (11 states).

Only seven states (California, Colorado, Illinois, Indiana, Massachusetts, Rhode Island, and Texas) impose all the above requirements concurrently.

- All 16 of the states which directly support bilingual education programs operate those of a direct service type ;

- Generally, required bilingual education staff qualifications are defined by two factors: (a) the normal and existing qualification requirements imposed by the state upon personnel performing similar educational duties in a monolingual English mode, and (b) fluency in the second language involved in the program. Other requirements are the exception rather than the rule. Of these, knowledge and understanding of the culture in which the second language group lives is most prevalent.

- Few states define student-teacher ratios in state program authority (See Table 8). This generally aids LEA management of bilingual education programs by providing local flexibility in staffing the program.

- In general, neither a yearly LESA student census nor a standard method for identifying LESA students is required by state program authority. The study found that, perhaps as a result of this lack of a legal mandate, methods used in identifying LESA students were inadequate.

- Eighteen states require formal LEA applications and SEA approval for implementation of bilingual instruction programs. Generally, these applications take the form of submitting a "program plan" to the SEA for approval. If approved, LEA's are entitled to supplementary funding as provided by the state program authority.

- Nine states mandate yearly or more frequent evaluations of bilingual education programs implemented at the LEA level and use these evaluations for bilingual education program management.

B. Present Status of State Programs in Bilingual Education

The rocky road that bilingual education has traveled in the past few years has been marked by significant conflicts along the way. Perhaps due to a lack of practical experience in bilingual education, schools in many states are still caught up in trying to formulate an approach to bilingual education which will satisfy each of the many special interest groups which try to influence the direction of bilingual education at the local level. Generally, these conflicts center around three basic questions concerning the programs: (1) goals, (2) approaches, and (3) control.

Yet, despite the disagreements concerning bilingual education, programs in many states have grown and expanded over the past few years, especially at the local level. At the state level of activity, however, few states have fashioned operational bilingual education programs which reflect more than a tacit adherence to federal bilingual education policy and goals as enunciated in their legislation. Indeed, few states fund activities at the local level, and most activity over the last seven years has been through the more than $339 million that ESEA Title VII has contributed for formulating bilingual education concepts at the local level. For example:

- After seven years of effort only four states (Colorado, Illinois, Massachusetts, and Utah) and one extra-state jurisdiction (Puerto Rico) reported having allocated more state funds for use at the local level for bilingual education than they received from the federal government during the 1975-1976 school year.

- During the 1975-1976 school year only 16 of the 50 states (32%) had some form of operating bilingual instruction program supported with state funds even though 40 states (80%) permitted or mandated bilingual instruction.

- The four states which prohibit bilingual instruction provide no state funds for bilingual education (Delaware, Idaho, Montana, and Oklahoma), but they received over $1.3 million in ESEA Title VII grants for bilingual education in their schools during the 1975-1976 school year.

Nevertheless, progress is being made in alleviating the problems of limited English speaking students through state bilingual education programs. The study found over 533,000 limited English speaking students in 19 states enrolled in such programs during the 1975-1976 school year, most in the elementary grades. Further, it was reported that over $45 million had been appropriated by state legislatures in support of bilingual education during

this same school year. Tables 10, 11, 12, 13, 14, and 15 provide considerable detail on who these students are and how the monies appropriated are being spent. Below some of the key areas are discussed.

1. Funding of Operating Bilingual Education Programs

Of the 19 states operating bilingual education programs during the 1975-1976 school year (Table 10), 15 appropriated state funds specifically for bilingual education and one (1) other state (Washington) provided funds through a Racially Disadvantaged Program (Table 11). Three states (Maine, Minnesota, and Pennsylvania) provided no state funds for bilingual instruction. Financial support provided per student enrolled varied widely from a low of approximately $19/student in New Jersey to a high of $431/student in Massachusetts. On the average, $34 were provided per LESA student identified and $85 per LESA student enrolled. California appropriated the largest amount, $9,075,300.

2. Types of Bilingual Education Programs Supported

Table 10 supports the finding that most states favor and implement transitional bilingual education programs. Three states (Minnesota, New Mexico, and Oregon) consider teaching English as a Second Language (ESL) bilingual education. One state (Louisiana) implements a program whose sole goal is to develop and maintain fluency in a second language. In addition, all states reporting support for bilingual education programs supported direct service rather than research or demonstration efforts.

3. Program Organization and Coordination

Generally, state bilingual education program authority does not define department of education administrative or coordination personnel or elements, or their organizational placement. Eight exceptions to this general rule (Alaska, California, Colorado, Illinois, Indiana, Massachusetts, New Jersey, and Rhode Island) can be found:

- Alaska: Requires a statewide Bilingual Bicultural Education Center to coordinate bilingual education matters.
- California: Provides for School Level Advisory Committees and DOE Bilingual Education Program Administrative Unit.

Table 10

Selected Characteristics of Legislated State Bilingual Education Programs
Operating During the 1975-1976 School Year

Source: Completion of State Data on Bilingual Education.

State [1]	Number of Students Enrolled				Type of Program Implemented				Selected Program Characteristics				
	Pre-School	Elementary School	Secondary School	Adult Education	Transitional	Compensatory	Enrichment	Maintenance	Considers ESL Bilingual Instruction	Includes Cultural Component	Requires "Limited English Speaker" Census	Includes English Speakers	Teaches a Second Language (Not English) Only
Alaska		(2,336)					X			X			
Arizona		18,662			X					None Specifically Defined			
California	1,389	103,350	28,335		X						X	X	
Colorado		7,000			X					X	X	X	
Connecticut	(5,600)				X					X			
Illinois	539	23,195	3,237		X					X	X		
Louisiana	(48,566)			1,112				X					X
Maine	(698)				X					None Specifically Defined			
Massachusetts		7,300	2,200		X					X	X		
Michigan		(5,007)		4,789	X					X	X		
Minnesota		500			X				X				
New Jersey	(20,000)				X					X	X	X	
New Mexico	1,225	9,448	265		X				X	X			
New York	(60,393)		40,126		As Mandated by LEAs					X			
Oregon	150	650	150		X				X				
Pennsylvania	1,036	4,814	1,657		X					X		X	
Texas	2,894	103,204	8,404		X					X	X		
Utah		1,254				X				None Specifically Defined			
Washington		1,740	353		Not Defined					None Specifically Defined			

[1] Florida, Indiana, Iowa, Kansas, New Hampshire, Rhode Island, and Wisconsin, though specifically permitting or mandating bilingual instruction, did not operate (fund) these programs during the 1975-1976 school year.

Table II

Selected Bilingual Education Program Statistics, by State (1975-1976 School Year)

Bilingual Education Status	Total Students Eligible	Total LESA Students Enrolled	State Funds Appropriated	Appropriation Per Student Enrolled
Bilingual Instruction Mandatory				
Alaska	5,100	2,336	$ 638,000	$273
California	233,500	133,074	$ 9,075,000	$ 68
Colorado	22,000	7,000	$ 2,350,000	$336
Illinois	65,500	26,971	$ 9,000,000	$334
Massachusetts	14,000	9,500	$ 4,100,000	$431
Michigan	36,600	9,796	$ 250,000	$ 26
New Jersey	40,000	20,000	$ 370,000	$ 19
Rhode Island	8,900	1,630	None	None
Texas	169,300	114,502	$ 6,216,000	$ 54
Wisconsin	Unknown	540	None	None
Sub-Total	594,900	325,349	$31,999,000	
Bilingual Instruction Specifically Permitted				
Arizona	66,200	18,662	$ 850,000	$ 46
Connecticut	24,000	5,600	$ 320,800	$ 57
Florida	Unknown	888	None	None
Indiana	Unknown	30	None	None
Iowa	Unknown	None	None	None
Kansas	Unknown	125	None	None
Louisiana	Unknown	49,678	$ 1,300,000	$ 26
Maine	Unknown	698	None	None
Minnesota	Unknown	550	None	None
New Hampshire	Unknown	140	None	None
New Mexico	Unknown	10,938	$ 1,557,100	$142
New York	533,900	100,520	$ 8,100,000	$ 80
Oregon	5,300	1,150	$ 50,000	$ 43
Pennsylvania	11,600	7,507	None	None
Utah	14,800	1,254	$ 404,500	$323
Washington	20,000	2,093	$ 561,300	$268
Sub-Total	675,800	199,833	$13,143,700	

Bilingual Education Status	Total Students Eligible	Total LESA Students Enrolled	State Funds Appropriated	Appropriation Per Student Enrolled
Silent on Bilingual Instruction				
Georgia	Unknown	None	None	None
Hawaii	10,800	250	None	None
Kentucky	Unknown	None	None	None
Maryland	36,000	Unknown	None	None
Mississippi	Unknown	415	None	None
Missouri	Unknown	600	None	None
Nevada	3,400	625	None	None
Ohio	Unknown	Unknown	None	None
South Carolina	Unknown	None	None	None
South Dakota	Unknown	125	None	None
Tennessee	Unknown	None	None	None
Vermont	Unknown	325	None	None
Virginia	5,000	2,000	None	None
Wyoming	Unknown	190		
Sub-Total	55,200	4,530		
Prohibiting Bilingual Instruction				
Alabama	Unknown	None	None	None
Arkansas	Unknown	None	None	None
Delaware	1,100	877	None	None
Idaho	Unknown	1,189	None	None
Montana	Unknown	1,172	None	None
Nebraska	Unknown	None	None	None
North Carolina	Unknown	None	None	None
North Dakota	Unknown	None	None	None
Oklahoma	5,000	Unknown	None	None
West Virginia	Unknown	None	None	None
Sub-Total	6,100	3,238		
TOTAL	1,332,000	532,950	$45,142,700	

Table 12

Summary of Students Reported as Having Limited English Speaking Ability (LESA) vs LESA Students Reported as Enrolled in Bilingual Instruction Programs

State	LESA Students Reported	LESA Students Enrolled -By Grade Level Group-			LESA Students Enrolled	
		Elementary Grades	Secondary Grades	Pre-School and/or Adult	Total	Percent
Alabama	Unknown	--	--	--	None	None
Alaska	5,100	(◄ 2,336 ►)		--	2,336	46%
Arizona	66,200	18,662	--	--	18,662	28%
Arkansas	Unknown	--	--	--	None	None
California	233,500	103,350	28,335	1,389	133,074	57%
Colorado	22,000	7,000	--	--	7,000	32%
Connecticut	24,000	(◄	5,600	►)	5,600	23%
Delaware	1,100	545	282	50	877	83%
Florida	Unknown	455	400	33	888	Unknown
Georgia	Unknown	--	--	--	None	None
Hawaii	10,800	250	--	--	250	02%
Idaho	Unknown	(◄ 1,189 ►)		--	1,189	Unknown
Illinois	65,500	23,195	3,237	539	26,971	41%
Indiana	Unknown	--	--	30	30	Unknown
Iowa	Unknown	--	--	--	None	None
Kansas	Unknown	125	--	--	125	Unknown
Kentucky	Unknown	--	--	--	None	None
Louisiana	Unknown	48,566	--	1,112	49,678	Unknown
Maine	Unknown	(◄	698	►)	698	Unknown
Maryland	36,000	--	--	--	Unknown	Unknown
Massachusetts	14,000	7,300	2,200	--	9,500	68%
Michigan	36,600	(◄ 5,007 ►)		4,789	9,796	27%
Minnesota	Unknown	550	--	--	550	Unknown
Mississippi	Unknown	415	--	--	415	Unknown
Missouri	Unknown	600	--	--	600	Unknown
Montana	Unknown	1,140	--	32	1,172	Unknown
Nebraska	Unknown	--	--	--	None	None
Nevada	3,400	475	150	--	625	Unknown
New Hampshire	Unknown	140	--	--	140	Unknown
New Jersey	40,000	(◄	20,000	►)	20,000	50%
New Mexico	Unknown	9 448	265	1,225	10,938	Unknown
New York	533,900	60,393	40,126	►)	100,520	19%
North Carolina	Unknown	--	--	--	None	None
North Dakota	Unknown	--	--	--	None	None
Ohio	Unknown	--	--	--	Unknown	Unknown
Oklahoma	5,000	--	--	--	Unknown	Unknown
Oregon	5,300	850	150	150	1,150	22%
Pennsylvania	11,600	4,814	1,657	1,036	7,507	65%
Rhode Island	8,900	(◄	1,630	►)	1,630	18%
South Carolina	Unknown	--	--	--	None	None
South Dakota	Unknown	125	--	--	125	Unknown
Tennessee	Unknown	--	--	--	None	None
Texas	169,300	103,204	8,404	2,894	114,502	68%
Utah	14,800	1,254	--	--	1,254	09%
Vermont	Unknown	(◄ 325 ►)		--	325	Unknown
Virginia	5,000	(◄	2,000	►)	2,000	40%
Washington	20,000	1,740	353	--	2,093	11%
West Virginia	Unknown	--	--	--	None	None
Wisconsin	Unknown	540	--	--	540	Unknown
Wyoming	Unknown	130	--	60	190	Unknown
TOTAL	1,332,000				532,950	40%

- Colorado: Mandates Directors of Bilingual Education at LEA's, a State Bilingual Bicultural Education Steering Committee and a DOE Bilingual Bicultural Education Unit.
- Illinois: Requires a Department of Transitional Bilingual Education at SEA level.
- Indiana: Provides for a Division of Migrant Bilingual Bicultural Education at SEA level and a School Corporation Advisory Committee at LEA level.
- Massachusetts: Provides for a DOE Bureau of Transitional Bilingual Education.
- New Jersey: Requires a State Advisory Committee on Bilingual Education.
- Rhode Island: Mandates a Division for Bilingual Education at SEA level.

Two states (Colorado and Rhode Island) mandate Directors of Bilingual Education at LEA level, and ten states (California, Colorado, Illinois, Indiana, Massachusetts, Michigan; New Jersey, New Mexico, Rhode Island, and Wisconsin) require parent and community participation through Advisory Committees at the local school level.

4. Numbers of LESA Students

Table12 presents the numbers of LESA students for those states which reported. Only 22 states have assessed the number of LESA students within their jurisdictions. However, most of those states with high concentrations of LESA students did report (New York, California, Pennsylvania, New Mexico, Illinois, Arizona, Texas, Colorado, Michigan, and Maryland). Of the 1,332,000 students reported as having limited English speaking ability, only 40% or 532,950 were reported enrolled in bilingual education programs throughout the country, and most of these LESA students are enrolled in the primary grades. New York and California account for approximately 58% of all LESA students reported. Moreover, almost 44% of the students enrolled in bilingual education programs are in New York and California according to the data in Table 12.

5. Student Characteristics

Tables 13 and 14 generally define the characteristics of bilingual education students as follows:

- Table 13 Students Found to Have Limited English Speaking Ability, by State and Ethnic Group, and
- Table 14 Students Enrolled in Bilingual Instruction Programs, by State and Home Language Group.

Table 13 shows that of 1,332,000 students found to have limited English speaking ability, 1,053,300, or 79.1%, were of Hispanic origin. Other percentages are:

White (Not of Hispanic Origin):	13.5%
Asian and/or Pacific Islander:	4.6%
American Indian and/or Native Alaskan:	2.6%
Black (Not of Hispanic Origin):	0.2%

Table 14 shows the distribution of students enrolled in bilingual education programs in seven home language categories. Spanish is the home language of 80.4% of the LESA students. It is interesting to note that 79.1% of those in need were also Hispanic. Thus, Hispanic students were enrolled in bilingual education programs in close proportion to their need.

Other European Languages:	13.5%
Chinese/Japanese:	2.1%
American Indian/Native Alaskan Languages:	1.7%
Other Asian Languages:	1.0%
Middle Eastern Languages:	0.7%
Pacific Islander Languages:	0.6%

Finally, Tables 13-14 indicate that a large majority of students enrolled are in the elementary grades and that only 40% of all identified LESA students are enolled in bilingual education programs. Since these figures are based on the reports of 27 states, including those thought to be most active, the number likely underestimates the needs.

Table 13

Number of Students Found to Have Limited English Speaking Ability, by State and Ethnic Group

Source: Form B, Question B18, "To the best of your knowledge, please indicate the Racial/Ethnic Background of the LESA Students in your State."

State 1/	Racial/Ethnic Background of Students					
	Hispanic (Includes Spanish & Portuguese)	American Indian and/or Native Alaskan	Asian and/or Pacific Islanders	Black (Not of Hispanic Origin)	White (Not of Hispanic Origin)	Total
Alaska	--	5,054	51	--	--	5,100
Arizona	49,671	13,246	3,311	--	--	66,200
California	210,168	7,006	11,676	--	4,670	233,500
Colorado	21,780	220	--	--	--	22,000
Connecticut	21,360	--	--	--	2,640	24,000
Delaware	900	--	50	--	107	1,100
Hawaii	--	--	10,800	--	--	10,800
Illinois	53,640	183	2,456	655	8,561	65,500
Maryland	14,400	--	10,800	1,800	9,000	36,000
Massachusetts	11,900	--	100	100	1,900	14,000
Michigan	19,027	148	350	--	17,111	36,600
Nevada	2,685	162	448	--	105	3,400
New Jersey	32,000	--	2,000	--	6,000	40,000
New York	398,725	581	7,057	--	127,577	533,940
Oklahoma	3,000	2,000	--	--	--	5,000
Oregon	3,500	150	1,000	--	650	5,300
Pennsylvania	8,075	--	2,445	--	1,045	11,600
Rhode Island	8,893	--	--	--	--	8,900
Texas	169,268	--	--	--	--	169,300
Utah	9,308	3,694	591	--	1,181	14,800
Virginia	3,000	--	2,000	--	--	5,000
Washington	12,000	2,000	6,000	--	--	20,000
TOTAL	1,053,300	34,444	61,135	2,555	180,547	1,332,000

1/ States not listed in this table could not provide comparable data on LESA students. In the case of some states the above figures have been derived by using the total LESA students reported and applying the ethnic composition reported for students enrolled in the program (See Form A, Question B 18 and Question E 31.

Table 14

Students Enrolled in Bilingual Instruction Programs, by State and Home Language Group [1/]

Source: Form A, Question E3, "Please list the total number of participating bilingual education students by home language category."

State	Language Group Distribution							Total
	Spanish	Chinese/ Japanese	American Indian/ Native Alaskan	Pacific Islander	Middle Eastern	Other Asian	Other European	
Alaska	--	--	2,336	--	--	--	--	2,336
Arizona	15,676	--	2,986	--	--	--	--	18,662
California	119,767	7,984	--	2,662	--	--	2,661	133,074
Colorado	6,980	--	20	--	--	--	--	7,000
Connecticut	5,411	--	--	--	--	--	189	5,600
Delaware	877	--	--	--	--	--	--	877
Florida	747	--	141	--	--	--	--	888
Hawaii	--	--	--	250	--	--	--	250
Idaho	1,189	--	--	--	--	--	--	1,189
Illinois	22,089	506	--	--	387	505	3,484	26,971
Indiana	30	--	--	--	--	--	--	30
Kansas	125	--	--	--	--	--	--	125
Louisiana	--	--	--	--	--	--	49,678	49,678
Maine	--	--	80	--	--	--	618	698
Massachusetts	4,800	--	--	--	--	--	4,700	9,500
Michigan	5,062	50	--	--	1,469	49	3,166	9,796
Minnesota	550	--	--	--	--	--	--	550
Mississippi	--	--	415	--	--	--	--	415
Missouri	600	--	--	--	--	--	--	600
Montana	--	--	1,172	--	--	--	--	1,172
Nevada	291	38	71	--	--	203	22	625
New Hampshire	--	--	--	--	--	--	140	140
New Jersey	16,000	600	--	--	--	465	2,935	20,000
New Mexico	10,424	--	514	--	--	--	--	10,938
New York	92,398	2,010	100	81	2,100	905	3,015	100,520
Oregon	800	--	--	--	--	150	200	1,150
Pennsylvania	6,309	--	--	--	--	496	702	7,507
Rhode Island	1,597	--	--	--	--	--	33	1,630
South Dakota	--	--	125	--	--	--	--	125
Texas	114,502	--	--	--	--	--	--	114,502
Utah	570	--	684	--	--	--	--	1,254
Vermont	--	--	--	--	--	--	325	325
Virginia	--	--	--	--	--	2,000	--	2,000
Washington	1,129	317	--	--	--	317	330	2,093
Wisconsin	540	--	--	--	--	--	--	540
Wyoming	190	--	--	--	--	--	--	190
TOTAL: 58	428,653	11,505	8,644	2,993	3,866	5,090	72,199	532,950

[1/] Where a State reported no students enrolled in bilingual instruction programs but the OE-published ESEA Title VII Program Summary, 1975 Grant Awards, showed students in bilingual programs in that State, the ESEA Title VII Summary data were used.

6. Bilingual Education Staff Resources

Staff resource, qualification and training data available at SEA level were very limited. However, as shown in Table 15, ten locations were able to provide some data on required bilingual education teacher resources and/or bilingual education teachers available. While it is emphasized that the data available is extremely limited, it does appear to be indicative of a significant need for qualified staff. For example:

- At the 20 states visited we asked the question, "Compared to the number of instructional personnel needed to staff your bilingual education program, does the number of qualified teachers employed represent a shortage?" Answers were given as follows:

  - Yes: 15
  - No: 2
  - Don't know: 3

- We then asked the 20 SEA's visited, "If a shortage exists, what actions does the SEA plan to take to alleviate the shortage?" Answers were given as follows:

  - Provide special preservice or inservice training at LEA level: 13
  - Provide special preservice or inservice training at SEA level: 7
  - Provide special training at university level: 15
  - Implement greater recruiting efforts: 6
  - No action planned: 1

The study found that all states visited and reporting a shortage of instructional personnel are working with university level teacher training activities to alleviate the shortages.

7. Materials/and or Technology

The study found that bilingual education materials in other than the Spanish language were generally not available. This is particularly true in the Asian, Alaskan Native, and Pacific Islander languages. It also found that those materials that were available were generally not disseminated from one state to another or from a state to a federal level. More specifically, in terms of dissemination the study found:

Table 15

Bilingual Education Instructional Staff
(States Providing Information Only)

State 1/	Estimated		
	Number of Teachers Required	Number of Teachers Available	Teacher Shortage
Alaska	73	2	71
Colorado 2/	800	179	621
Connecticut	800	300	500
Illinois 2/	1,920	920	1,000
Louisiana 2/	(Data not available)	200	(Data not available)
Pennsylvania	(Data not available)	184	(Data not available)
Texas 2/	(Data not available)	1,933	(Data not available)
Guam 2/	218	18	200
Puerto Rico 2/	1,184	84	1,100
Trust Territory of the Pacific Islands	800	40	760

1/ Only states which provided data on the number of bilingual education teachers available are listed in this table.

2/ These states and extra-state jurisdictions define specific and additional requirements to be met by qualified teachers before they can be certified as Bilingual Education Teachers.

- Intra-state dissemination to be significant most of the time,
- State-to-state dissemination to be marginal most of the time, and
- State to federal level dissemination to be practically non-existent.*

The data acquired from the 20 states visited indicates that there are three primary sources of bilingual education materials for state programs: (a) materials developed at local educational levels (17 states), (b) materials purchased from private publishers (11 states), and (c) federal funded Special Curriculum Projects or Materials Development Projects (9 states). Other sources of materials are used but with limited frequency.

Audio-visual teaching aids appear to be the most popular form of technology being used in state bilingual education programs (14 states). Seven states reported using closed circuit TV and two states (New Mexico and Pennsylvania) reported using Computer Programmed Learning technology in bilingual education.

8. Overall Bilingual Education Program Funding

Because of the manner in which state and federal funds are commingled at the local level to implement bilingual education programs, monies earmarked for specific activities within those programs tend to lose their identity with respect to their source. For that reason, the study found it difficult to separate funds at the activity level and designate them as either state or federal funds. However, Table 16 indicates financial data for bilingual education programs within each state and identifies the sources of funds appropriated. With the exception of the State of Washington, all funds appropriated by state legislatures are specifically designated as bilingual education funds; Washington allocates funds for bilingual education from its Racially Disadvantaged Program appropriation.

Federal funds supporting bilingual education programs are allocated from the following programs (see Table 17).

- ESEA Title VII, Bilingual Education Program
- ESEA Title I, Neglected and Delinquent Children Program
- ESEA Title I, Handicapped Children Program

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* Dissemination of materials from state to federal level, i.e., to ESEA Title VII Material Development and/or Dissemination Centers, could provide a means for maintaining better centralized information and control on materials available.

Table 16

Funds Appropriated in Support of Bilingual Education, by Appropriating Authority and School Year

STATE	Appropriating Authority				Total (State + Federal)	STATE	Appropriating Authority				Total (State + Federal)
	State			Federal 1/			State			Federal 1/	
	1973-74	1974-75	1975-76	1975-76	1975-76		1973-74	1974-75	1975-76	1975-76	1975-76
Alabama	$	$	$	$	$	New Mexico	$ 700,000	$ 976,700	$1,557,100	$ 4,061,400	$ 5,618,500
Alaska	223,300	566,200	638,000	2,334,800	2,972,800	New York	7,300,000	7,500,000	8,100,000	35,192,400	43,292,400
Arizona	400,000	700,000	850,000	2,565,100	3,415,100	North Carolina					
Arkansas						North Dakota					
California	4,047,000	8,400,000	9,075,000	21,323,500	30,398,500	Ohio					
Colorado		300,000	2,350,000	949,200	3,299,200	Oklahoma				412,200	412,200
Connecticut	56,500	322,000	320,800	2,382,100	2,702,900	Oregon			50,000	763,800	813,800
Delaware				378,900	378,900	Pennsylvania				4,819,000	4,819,000
Florida				1,383,700	1,383,700	Rhode Island		80,000		1,033,000	1,033,000
Georgia						South Carolina					
Hawaii				500,000	500,000	South Dakota				75,000	75,000
Idaho				136,800	136,800	Tennessee					
Illinois	6,000,000	8,000,000	9,000,000	4,513,600	13,513,600	Texas	700,000	2,000,000	6,216,000	36,628,400	42,844,400
Indiana				17,000	17,000	Utah	91,900	264,400	404,500	180,000	584,500
Iowa						Vermont				123,600	123,600
Kansas				65,000	65,000	Virginia					
Kentucky						Washington	196,700	597,200	561,300	957,700	1,519,000
Louisiana	1,000,000	1,300,000	1,300,000	1,666,000	2,966,000	West Virginia					
Maine				334,600	334,600	Wisconsin				564,000	564,000
Maryland						Wyoming				164,200	164,200
Massachusetts	2,600,000	4,100,000	4,100,000	3,074,800	7,174,800						
Michigan		300,000	250,000	5,227,000	5,477,000	Sub-Total	23,315,400	35,406,500	45,142,700	139,890,700	185,033,400
Minnesota				185,000	185,000						
Mississippi				398,100	398,100	American Samoa	151,400	173,800	181,700	238,000	419,700
Missouri				100,000	100,000	Guam		35,700	129,100	688,800	817,900
Montana				526,200	526,200	Puerto Rico		22,544,600	22,544,600	5,706,600	28,251,200
Nebraska						Trust Territory of Pacific Islands				974,000	974,000
Nevada				336,500	336,500						
New Hampshire				533,800	533,800	Virgin Islands		10,000	44,000	269,000	313,000
New Jersey			370,000	5,984,300	6,354,300						
						Sub-Total	151,400	22,764,100	22,899,400	7,876,400	30,775,800
						TOTAL	23,466,800	58,170,600	68,042,100	147,767,100	215,809,200

Table 17

Federal Funds Used in Support of Bilingual Education
During the 1975-1976 School Year as Reported by SEAs 1/

Source: Form A, Question C2 & C3, "Federal funds used in support of bilingual education program (a matrix)."

Federal Program Through Which Allocated	Funds Allocated To:		Total
	States	Extra-State Jurisdictions	
ESEA Title I			
Neglected and Delinquent Children Program	$ 16,900	$ 75,000	$ 91,900
Handicapped Children Program	--	50,000	50,000
Migrant Children Program	12,802,600	676,400	13,479,000
Formula Grant Program	37,285,900	4,482,700	41,768,600
ESEA Title II	78,000	--	78,000
ESEA Title III	855,100	447,500	1,302,600
ESEA Title IV: Part C Innovation and Support	200,000	35,000	235,000
Indian Education Act (P. L. 92-318)	568,500	--	568,500
ESEA Title V	87,000	10,000	97,000
ESEA Title VII	76,591,000	1,422,800	78,013,800
Emergency School Aid Act	4,642,400	600,000	5,242,400
Library Services and Construction Act	100,000	41,000	141,000
Civil Rights Title IV	1,484,700	--	1,484,700
Vocational Education Act	221,100	--	221,100
Johnson-O'Malley Act	1,056,400	--	1,056,400
Indochinese Refugee Act	189,600	--	189,600
Adult Education Act	3,711,500	--	3,711,500
Education Professions Development Act	--	36,000	36,000
TOTAL	$139,890,700	$7,876,400	$147,767,100

1/ It should be noted that these are the funds reported by the states, they do not reflect total federal funds allocated to support bilingual education.

- ESEA Title I, Migrant Children Program
- ESEA Title I, Formula Grant Program
- ESEA Title II, Resources, Textbooks and Other Instructional Materials Program
- ESEA Title III, Supplementary Educational Centers and Services Program
- ESEA Title IV, Part C, Innovations and Support Program
- Indian Education Act Program
- ESEA Title V, Grants to Strengthen SEA's Program
- Library Services and Construction Act Program
- Civil Rights Title IV Program
- Adult Education Act Program
- Johnson-O'Malley Act Program
- Vocational Education Act Program
- Emergency School Aid Act Program
- Indochinese Refugee Assistance Program
- Education Professions Development Act Program

In some cases, planning and coordination efforts between various funding sources minimizes duplicate funding or counter productive efforts. In other cases, often those where federal program offices work directly with Local Educational Agencies,* the study did find instances of some duplication in both funding and educational efforts, especially in the areas of materials, techniques, and curricula.

(a) State Bilingual Education Funds

Table 16 shows that for the 1975-1976 school year 16 of the 50 states (32%) appropriated a total of slightly over 45 million dollars for bilingual education. If one considers those amounts appropriated by the five extra-state jurisdictions, over 68 million non-federal dollars were appropriated for this purpose. Nineteen states received federal funds for bilingual education but did not themselves appropriate any funds for this purpose.

Of the 15 states that appropriated funds for bilingual education in 1974-1975, 11 states increased their appropriation for 1975-1976. Two states equalled their appropriations; three states appropriated less; and one state did not appropriate any funds in 1975-1976.

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* ESEA Title VII does not require concurrence of or coordination with SEAs for the grant of ESEA Title VII program funds to LEAs in all cases.

(b) Federal Funds Used to Support Bilingual Education

By comparison, over 147 million federal multi-program dollars were reported allocated for bilingual education in states or extra-state jurisdictions for the 1975-1976 school year (see Table 17). This represents over 68% of all monies expended for bilingual education U.S. wide, or 2.16 times all monies appropriated by states and extra-state jurisdictions for this purpose. However, it must be pointed out that these figures do not include LEA appropriated funds and only reflect state figures for federal funds. Since federal sources indicate the level of federal support as considerably higher, the only real finding in this area is that the states do not know the extent of bilingual education funds being used within their boundaries.

9. Summary

Perhaps due to a lack of practical experience in bilingual education many states are still caught up in formulating approaches to bilingual education which all factions and interest groups can live with. In many states this is a crucial stage before any discussions concerning funding can begin. However, significant progress has been made when compared with the past, although when viewed in relation to need even more remains to be done. Some of the key situations at this stage are:

- Since its inception, the Federal Bilingual Education Program (Title VII) over a period of seven years has spent over $339 million on developing a national philosophy, concept and setting goals for bilingual education. Although most states agree on the goals of this program, most do not enhance those goals with state appropriated monies. Last year, of the 19 states operating state bilingual education programs, 16 appropriated funds specifically for bilingual education. The financial support reported by these states varied greatly, from $19 per student to $431 per student.

- Twenty-two states reported over 1.3 million school students as limited English speakers and therefore eligible for, or in need of, bilingual education. Of these, approximately 533,000 students (40%) were enrolled in bilingual programs. Of those enrolled, over 80% spoke Spanish as their home language. Other reported languages and percentages enrolled were:

Other European Languages:	13.5%
Chinese/Japanese Languages:	2.1%
American Indian/Native Alaskan Languages:	1.7%
Other Asian Languages:	1.0%
Middle Eastern Languages:	0.7%
Pacific Islander Languages:	0.6%

- Funding of state bilingual education programs at the school district level is varied. Rarely are local bilingual education programs supported from just one source of funds. In addition to local and state funds, 18 federal programs provide some financial support for bilingual education programs. During the 1975-1976 school year financial support for nationwide bilingual education programs was reported by sites as follows:

  - From state and extra-state jurisdiction resources: $ 68,042,100
  - From federal program resources: $147,767,100
  - Total funded: $215,809,200

- ESEA Title I and ESEA Title VII appear to provide the majority of federal funds supporting bilingual education in the United States ($133 million).

- Bilingual education materials in languages other than Spanish are generally not available. State-to-state and state-to-federal level dissemination of those materials available is inadequate.

- There is a considerable shortage of qualified bilingual education teachers. SEAs and LEAs are actively working with university level teacher training institutions to alleviate this shortage.

- Few states (eight) specifically require bilingual education administrative or coordination elements in their education organizations.

- The states generally do not know the extent of resources supporting bilingual education within their boundaries. In addition, most states do not know the range of federal resources available to support bilingual education efforts.

C. State Capabilities and Activities for Coordinating and Providing Technical Assistance to Bilingual Education Programs

Coordination and technical assistance are terms which, as used in most federal and state bilingual education literature, are generally undefined leaving the implied meaning and intent to the imagination of the reader. For this reason, the study found it necessary to develop a set of definitions which, when used to guide our data gathering efforts, would generate information leading to valid and supportable findings and conclusions on this subject. As stated by USOE, the intent was for the study findings to:

> "Describe and analyze the capabilities and activities for the coordination of, and technical assistance to, bilingual education by state educational agencies, and to assess the results of such coordination of technical assistance; further, to describe and analyze state agency plans and efforts to develop 'high quality leadership capabilities' for the management of bilingual education programs."

Three specific definitions were developed to guide this study:

- "Capabilities and activities for the coordination of bilingual education by state educational agencies" means the resources available and their utilization for management purposes on a day-to-day basis."

- "Capabilities and activities for technical assistance to bilingual education by state educational agencies" means the numbers, time assignment, and bilingual education qualifications of each SEA permanent or consultant staff member charged with providing technical assistance to LEA's implementing and operating bilingual education projects."

- "State agency plans and efforts to develop high quality leadership capabilities for the management of bilingual education programs" means the preservice qualifications required, and the inservice training to be provided to qualify for a position involving management of bilingual education programs."

1. SEA Staff Available for Coordination and Technical Assistance

The study found that 13 of the 50 state educational agencies (26%) had full-time staff personnel involved in bilingual education matters. Of all the states:

- Ten had more than one full-time person,
- Eight had three or more full-time persons,
- Six had five or more full-time persons,
- Five states (California, Illinois, Massachusetts, New York, and Texas) had ten or more full-time persons,
- Six states had a designated Bilingual Program Coordinator; and,
- Of the 29 SEA's reporting some technical assistance activity, 16 had no full-time persons assigned.

2. SEA Technical Assistance Activities

Table 18 presents the findings with reference to SEA technical assistance activities in bilingual education. Of the 29 SEA's shown in Table 18 as having some involvement in technical assistance activities, 14 SEA's (Alaska, Arizona, California, Colorado, Illinois, Louisiana, Massachusetts, Michigan, New Jersey, New Mexico, New York, Oregon, Texas, and Washington) reported using state appropriated funds to provide, or support these services (see Table 19). If the data reported has validity, this means that 15 of the 29 state educational agencies listed in Table 18 (over 50%) support technical assistance with other than state funds. This suggests that at least 18 SEA's pay for the salaries and expenses of SEA staff involved in bilingual education, at least in part with federal funds.

It is interesting to note that California, with 18 full-time bilingual education staff members, reported expending 520 hours in technical assistance to LEA's while Connecticut, with only one full-time bilingual education staff member, reported expending over 1,000 hours. The data shown indicate that Texas, expending over 8,000 hours in providing technical assistance to Local Educational Agencies, had the greatest involvement in this area. New York expended the most hours providing technical assistance to non-LEA activities.

Table 18

State Educational Agency Technical Assistance Activities (July 1 to December 31, 1975)

Source: Form A, Question A1, "Does your SEA have staff members involved in Bilingual Education? If yes, how many full time?" Also Form A, Questions D1, D2 & D3

State [1] Educational Agency	Full Time Bilingual Education Staff	Technical Assistance Hours Expended								
		SEA to LEA Staff						SEA to SEA Staff	SEA to Other Agencies	Total
		Project Planning	Project Management	Materials Development	Curriculum Development	Community Involvement	Cumulative Hours			
Alaska	1	24	24	24	24	--	96	80	40	216
Arizona	1	*	*	*	*	--	*	--	--	
California	18	200	160	30	50	30	470	--	50	520
Colorado	3	400	1,100	150	100	200	1,950	100	40	2,090
Connecticut	1	183	633		205	15	1,041	--	--	1,041
Delaware	--	40	90	40	--	--	170	--	5	175
Florida	--	12	40	--	--	--	52	--	--	52
Hawaii	3	*	*	*	*	*	*	--	--	*
Illinois	17	40	536	12	4	84	676	410	16	1,102
Indiana	--	*	--	--	--	--	*	--	--	*
Louisiana	5	16	192	16	304	48	576	68	196	840
Maine	--	26	26	--	--	--	52	--	--	52
Maryland	--	70	110	40	30	60	310	--	20	330
Massachusetts	10	500	1,250	125	125	375	2,375	52	160	2,587
Michigan	2	105	105	95	21	95	421		200	621
Nevada	--	52	44	12	8	8	124	40	36	200
New Hampshire	--	30	55	20	10	5	120	--	--	120
New Jersey	--	*	*	*	*	*	*	--	52	52
New Mexico	--	*	*	*	*	*	*	--	--	*
New York	13	1,275	4,350	725	725	725	7,800	2,900	900	11,600
Oklahoma	--	40	25	10	--	--	75	--	--	75
Oregon	--	40	220	120	--	--	380	--	--	380
Pennsylvania	2	*	*	*	*	*	*	--	--	*
Rhode Island	--	--	260	--	--	--	260	--	--	260
Texas	11	1,812	3,624	906	906	906	8,154	--	480	8,634
Utah	--	62	143	10	2	--	217	18	6	241
Virginia	--	*	*	*	--	--	*	--	--	*
Washington	--	*	*	*	*	--	*	--	--	*
Wyoming	--	10	40	--	--	--	50	--	20	70

[1] SEAs for States not listed reported none or very limited technical assistance activity.

[2] Asterisk indicates areas of TA in which the SEA reported involvement. Hours expended were not available.

Table 19

Activities for Which State Appropriated
Bilingual Education Funds are Generally Used

Source: Form A, Question B3, and Question B6, "How are state appropriated funds used to support bilingual education activities?"

State	To Fund Salaries and Expenses of SEA Staff	To Provide Direct Funds to LEAs	To Support Staff Training of State and LEA Levels	To Provide Technical Assistance to LEAs
Alaska		X	X	X
Arizona		X	X	X
California	X	X	X	X
Colorado	X	X	X	X
Connecticut		X		
Illinois		X	X	X
Louisiana	X	X	X	X
Massachusetts	X	X	X	X
Michigan		X	X	X
New Jersey	X	X	X	X
New Mexico		X	X	X
New York	X	X	X	X
Oregon	X		X	X
Texas	X	X	X	X
Utah		X		
Washington	X	X	X	X
American Samoa	X			
Guam	X			X
Puerto Rico	X		X	X
Virgin Islands	X		X	

NOTE: Only states or extra-state jurisdictions which appropriated funds in support of bilingual education during the 1975-1976 school year are shown.

Considering the data as reported and in terms of significance (the efforts of one full-time person or more per year), six SEA's (Colorado, Connecticut, Illinois, Massachusetts, New York, and Texas) expended one-half (1/2) person year or more in providing bilingual education program/project management assistance during the six month period considered (1 July 1975 to 31 December 1975). These states appear to be the most active in technical assistance.

3. SEA Coordination Activities

The states with larger staff and programs were the ones which actually had an assigned bilingual education coordinator. Their time was generally spent coordinating their staffs' activities and SEA efforts with LEA efforts. For the most part the activities coordinated were technical assistance of planning and evaluation.

4. Leadership in Bilingual Education Matters

Generally, and with a few exceptions, little leadership is being exercised by SEA's or USOE Regional Offices in the area of bilingual education. For example:

- Seven SEA's (California, Massachusetts, Michigan, New Jersey, New York, Oregon, and Texas) had articulated plans for providing technical assistance and leadership training during the 1975-1976 school year. The others reacted on an *ad hoc* basis when queried or asked for assistance generally on the telephone.

- When the 20 SEA's were asked:

  "Has this SEA received any assistance from the Regional OE Bilingual Education staff this year?"

  twelve (60%) answered "no." Of the eight positive answers received, the involvement had generall, consisted of Regional Office explanations of federal regulations and/or federal program guidelines.

- When the available Chairmen of State Legislatures' Education Committees in some of the nine states where bilingual education was then mandatory were asked:

  "What were the primary factors influencing the adoption of bilingual education in your state?"

  most had no comments.

In essence little information was directly or indirectly available on the leadership role of SEA's in bilingual education. Both the lack of response and the general impressions of the study field teams suggest that there is a general absence of action. With a few exceptions, the role of the SEA in bilingual education appeared to be a passive or reactive one. Certainly this type of a role is consistent with the generally low level of state financial support for bilingual education.

5. Summary

At this stage, state capabilities and activities for coordinating and providing technical assistance to bilingual education programs appear to be embryonic. A few states have developed substantial capabilities, but most either do not perform these functions, are just beginning to perform them, or carry them out in a passive manner. This situation quite likely accounts for many states providing partial or no information in response to this study's questions. Indeed, with a few exceptions, the SEA's appear to play a very minor but growing role in bilingual education at this time. Further indications on this, pointed up by the study data, include:

- With some exceptions (i.e., California, Illinois, Massachusetts, New York, and Texas) most state legislatures and State Educational Agencies appear to have either failed or cannot exercise high quality leadership in promoting bilingual education. In espousing bilingual education goals and concepts and accepting federal funds for their implementation without providing broad and fundamental legislative policy and guidance, legislatures and SEA's appear to be doing no more than finding other sources of funds to support their efforts. The most demonstrative example of this approach is Rhode Island which in 1974 adopted in legislation a very comprehensive and sound bilingual education program but has not appropriated any funds for its support nor does it intend to. The very last paragraph in the legislation reads:

  > "This Act shall take effect only when funds of the federal government are made available to and accepted by the State Department of Education to carry out the purpose of this Act on a continuing basis."

- Also illustrative of this finding is the fact that four states which prohibit bilingual education receive ESEA Title VII funds for bilingual education programs in their schools.

- The final and most definitive indicator of the lack of SEA level activity was their level of staffing. Only 13 states had full-time bilingual education staff and only 8 states had 3 or more full-time staff. Further, it is clear that the level of staffing provided by states is a direct reflection of their coordination and technical assistance capabilities as well as their commitment to the program.

D. Participation of Non-Profit, Non-Public School (NPS) Students in State or Federally Funded Bilingual Education Programs

1. Overview

The five instruments used in this study were partially designed to elicit information about technical assistance given to non-profit, non-public schools and to define participation of NPS students in bilingual education program. This information was requested from:

- Chief state school officers or their designated representatives (55);
- Bilingual education coordinators at the SEA's visited (25);
- Federal program coordinators at the SEA's visited (over 25); and
- Selected state legislators involved with education or educational matters.

Eighteen questions were devoted to this subject.

Notwithstanding this effort, the information acquired was generally minimal. Little or no information on this subject has been compiled and distributed throughout SEA administrative levels. The reason for the lack of data and information on assistance given NPS activities or their students' participation in state or federal bilingual education programs appeared to be centered around a general consensus of opinion that such assistance or participation is in conflict with state laws and the doctrine of separation of church and state. This apparently gives rise to a motivation for not getting involved in offering services, or promotes the establishment of policies — or the actual enactment of legislation --which precludes giving assistance or allowing participation. In addition, it is sometimes

thought that giving assistance or allowing participation will dilute the resources available and may channel needed resources into areas and functions which "are not high priority." The findings, though minimal, do present some rather interesting insights into this facet of bilingual education program activities.

2. Findings

- Two of the ten states mandating bilingual instruction in their schools (Alaska and Illinois) specifically authorized non-profit, non-public school students to participate in their legislated bilingual education program. Six states do not mandate participation and two states did not respond.

- Four of the 16 states specifically permitting bilingual instruction in their schools (Connecticut, Florida, Oregon, and Pennsylvania) authorize non-profit, non-public school students to participate in their bilingual instruction program. Seven do not permit participation and five states did not respond.

- Three of the 14 states, silent on bilingual instruction in their schools (Hawaii, Maryland, and Virginia) authorize non-profit, non-public school students to participate in bilingual instruction programs. One does not allow students to participate and ten states did not respond.

- At least seven states (Colorado. Louisiana, Maine, Michigan, New Mexico, New York, and Washington) are prohibited by law, usually the State Constitution, to provide any assistance, financial or otherwise, to non-profit, non-public schools. At three other states (Arizona, New Jersey, and Texas) high legislative and/or school officials indicated that they believe giving assistance to non-profit, non-public schools is unconstitutional.

- Of the 21 state legislators who gave an answer to the question:

  "Should state bilingual education legislation include aid to non-public schools?

  twelve answered "yes" and nine answered "no." Principal reasons for "no" answers are said to be state policy on separation of church and state and/or the desire not to generate conflicts between public and non-public schools. One legislator indicated that accepting state financial assistance was not in the best interests of public and/or private schools.

- Three State Educational Agencies identified application or special qualification requirements that had to be met if approval for non-profit, non-public school student participation in bilingual programs was to be given. These were:

  Connecticut: The requirements of ESEA Title I (Aid for Disadvantaged Children) criteria had to be met.

  Illinois: Non-profit, non-public schools have to send an application to local school districts prior to May of each year;and if space is available. the application may be approved.

  Pennsylvania: Allows bilingual education services to be provided to non-public schools so long as they are not provided on non-public school property. Maximum expenditure: $45 per non-public school student per year.

  One state (California) reported it maintains a Non-Public School Liaison Council and that it requires an affidavit from non-public schools before any of their activities can be supported (using federal funds).

- Four state educational agencies (Hawaii: 26 students; Pennsylvania: 622 students; Puerto Rico: 740 students, and the Trust Territory of the Pacific Islands: 122 students) provided figures identifying the number of non-profit, non-public school students in their districts participating in bilingual education. In three cases, ESEA Title I or ESEA Title VII funds were identified as being used to support this participation. In one case (Puerto Rico) Emergency School Aid Act funds were identified as being used.

- With the possible exception of Illinois, which many have provided some funds through cooperative projects with LEA's or public schools, no state or outlying jurisdiction allocated or spent any state funds in support of bilingual education for non-profit, non-public schools, or their students, during the 1975-1976 school year.

- Generally, any technical assistance provided by SEA's to NPS activities or any bilingual program participation by NPS students allowed by LEA's (and this appears to be very minimal) is supported by Elementary and Secondary Education Act granted funds. In a few cases Bureau of Indian Affairs money is used.

Table 20

Non-Profit, Non-Public School Participation in State Bilingual Education Programs [1/]

Source: Form A, Question E10, "Are non-public school students authorized or required to participate in your State's bilingual education program?"

States Mandating Bilingual Instruction			States Specifically Permitting Bilingual Instruction		
Name	Participation		Name	Participation	
	Authorized	Total Participating		Authorized	Total Participating
Alaska	Yes	Unknown	Arizona	No	--
California	No	--	Connecticut	Yes	Unknown
Colorado	No	--	Florida	Yes	Unknown
Illinois	Yes	Unknown	Indiana	NR	No response
Massachusetts	No	--	Iowa	NR	No response
Michigan	No	--	Kansas	NR	No response
New Jersey	No	--	Louisiana	No	--
Rhode Island	NR	No response	Maine	No	--
Texas	No	--	Minnesota	NR	No response
Wisconsin	NR	No response	New Hampshire	NR	No response
			New Mexico	No	--
			New York	No	--
			Oregon	Yes	Unknown
			Pennsylvania	Yes	622
			Utah	No	--
			Washington	No	--

1/ States not listed in this table either prohibit or are silent on bilingual education.

NR = No response

3. Summary

In view of the very limited data or information provided and the almost impossible task of gathering data where there is little or none existing in most SEA's, it was concluded that non-public school participation in state or federally funded bilingual education programs is almost non-existent or that there is an inordinate lack of data with which to arrive at valid and substantiated conclusions on this subject. Table 20 summarizes the findings on this subject.

E. Impact of Federal Bilingual Education Policy on Extra-State Jurisdictions

1. Overview

The administration of federal bilingual education policy in outlying areas of the United States poses unique problems which tend to promote controversy between administrators of federal bilingual education programs and extra-state jurisdictions, the beneficiaries and operators of these programs in their educational activities. While there are many facets to this situation, the primary problem can be stated rather concisely as the difficulty in tailoring programs designed for highly industrialized, generally urban populations to the needs and capabilities of extremely widespread and diverse, often underdeveloped, areas whose people have widely varying cultural, language, and administrative traditions. Although the five extra-state jurisdictions studied share many problems, it is extremely important to recognize that they also have basic language, cultural, and level of development differences which require specific consideration. For example:

- In many cases the relationship of these jurisdictions to the U. S. is entirely different, e. g. , trust versus commonwealth states;
- There are severe language differences, even within jurisdictions; and
- In terms of educational materials, curricula and system organization, some are considerably advanced while others are underdeveloped.

Distance from the center of federal administration alone taxes communication capabilities between administrators and beneficiaries. This, coupled with their many other differences from the mainland states, gives rise to a high probability for misunderstanding.

The study found that generally the managers and administrators of educational programs in outlying jurisdictions feel a great need for flexibility in the application of legislative and guideline requirements which were primarily developed to address conditions in mainland state educational systems. A simple example makes the point: the concept that federal funds should supplement not substitute for local funds. As one legislator put it, "How do you supplement something that does not exist"? Without federal funds many educational programs in these jurisdictions could not, and would not exist, yet they must operate as if they were supplementary programs.

The following summarizes the study findings on the extra-state jurisdictions: Volume I provides detailed case studies on these jurisdictions.

2. Summary of Findings

The study staff's visits to five outlying U.S. jurisdictions involved many discussions with local legislators, administrators, and educators about the impact of federal bilingual education policy on the various linguistically and culturally different minority populations. Throughout these discussions, one central problem was recurrent: federal programs are designed for highly industrialized mainland populations; to transfer their benefits, they must be tailored to the needs of developing areas. This experience has led to the conclusion that a valid assessment of impact necessitates recognizing the different situations in each jurisdiction. For example:

- American Samoa has a limited educational history. This is particularly true of bilingual education which was implemented on an experimental basis in 1974. The total impact of federal policy in bilingual education appears to be twofold: one, funds have been provided with which to implement a demonstration bilingual education project which, by its performance, has somewhat alleviated the fears some educators held for bilingual instruction concepts; and two, by accomplishing this, it has motivated the Samoan legislature to reinforce the positive aspects of the policy by passing a resolution lauding and supporting bilingual instruction. This has tended to promote a local environment conducive to bilingual education. If the ESEA Title VII demonstration project continues to succeed, this environment promises to support total bilingual instruction in American Samoa in the future.

- Guam is already well underway in offering bilingual bicultural education programs to all its Chamorro speaking minorities. This has come about primarily as a result of the funds provided for implementation of this program through ESEA Title VII and the

Emergency School Aid Act. However, only this language minority is being served and no plans exist to expand the bilingual instruction program to the Filipino minorities or the small number of Micronesians on the islands. The English speaking minority, mainly military and civil servants, are not in consonance with the concept of highlighting differences in language and culture and are actively opposing the practice of bilingual bicultural education on this basis. The Filipino minority is silent on the subject of bilingual education.

- Puerto Rico, though putting to good use those federal funds it acquires in support of bilingual education, is generally unhappy with the mandates and requirements it must meet in order to use the funds. This same viewpoint is held generally towards most federal educational grant programs. In its quest for money to solve some of the problems generated by some 60,000 Puerto Rican students returning to Puerto Rico from the U.S. mainland, who are limited in their Spanish ability, Puerto Rico has received ESEA Title VII funds to support English/Spanish bilingual instruction for approximately 2,000 of these students, an allocation it considers inadequate. This contributes to its overall dissatisfaction with the manner in which federal educational grant programs are administered.

- Micronesia has a long history of attempts to assimilate the languages of its various linguistic and cultural groups and enthusiastically supports the concept of bilingual education. Micronesia views bilingual education as providing the common linguistic denominator for uniting its linguistically and culturally different groups into a body politic capable of coping with the exigencies of the modern world. The island also considers guideline inflexibility as the principal problem of federal education policy.

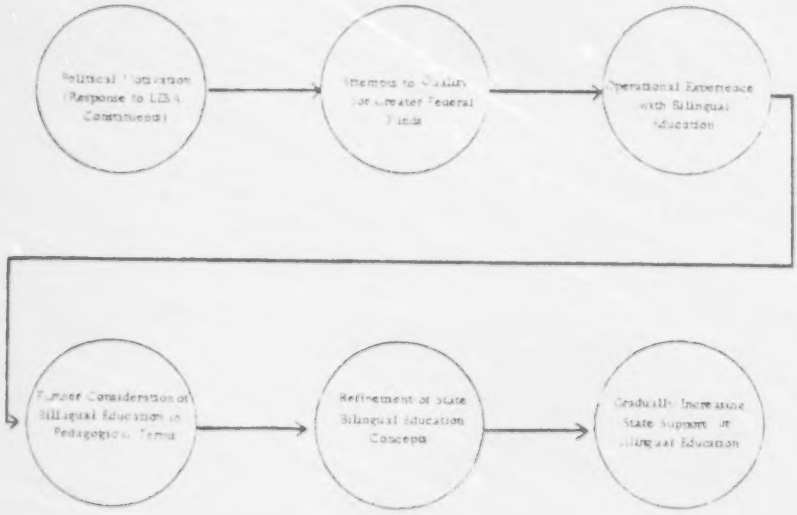
- The Virgin Islands, like Puerto Rico, welcomes the support federal bilingual education policy brings to its school system yet a lack of flexibility in mandate and guideline administration has alienated the educational community. In their view it disregards the islands' unique cultural and political realities . This, coupled with an apparent difference of opinion as to who exactly pays for the expenses of its educational system, becomes both the issue and the impact when any federal educational policy is discussed.

These are just some of the more obvious issues, impacts, and situations generated. Indeed, the many significant differences in language, culture, customs, development stage, administrative traditions, and culture bound customs existing in these jurisdictions could fill many volumes. Current federal legislation, though making attempts to adjust requirements and guidelines to the unique circumstances prevailing in these jurisdictions, is not always successful. Generally, these efforts appear to be after-thoughts which do not really deal with the problems. Indeed, it appears that although it provides specific programs and remedies to meet educational problems that emanate from economic, social, philosophical and cultural factors among mainland states, federal legislation is often out of context or inappropriate when applied to the people, cultures, and educational situations existing in extra-state jurisdictions. Despite this situation, however, it must be concluded that the impact of federal bilingual education policy on the extra-state jurisdictions has been positive; it could however be even more efficacious.

III. STUDY CONCLUSIONS AND RECOMMENDATIONS

The role of the states in bilingual education has been slowly changing from a passive to an active one since the late 1960's. Initially many states adopted bilingual education philosophy and concepts in order to more easily obtain federal bilingual education program grants, and/or to satisfy increasing demands from limited English speaking constituents. The study findings indicate a pattern of motivation for adopting bilingual education philosophy and concepts based more on political rather than educational considerations and couched in federal financing rather than state financing terms. There are exceptions, of course, but the motivation to obtain more federal funds with which to meet bilingual education needs has been great.

The trend, however, also appears to be that the states are assuming increasing responsibility for bilingual education. Indeed, it could be argued that each state moves through a cycle on bilingual education along these lines:


Political Motivation (Response to LEA Constituency)
Attempts to Obtain Greater Federal Funds
Operational Experience with Bilingual Education
Greater Consideration of Bilingual Education as Pedagogical Terms
Refinement of State Bilingual Education Concepts
Gradually Increasing State Support for Bilingual Education

While this cycle is not always followed, it does appear to have been the case in many states now providing substantial financial and technical support. Since these states are also those with the largest numbers of limited English speakers, it is difficult to foresee whether the pattern will continue. Some patterns are suggested by the study and the study's conclusions and recommendations dealing with such issues follow.

The Status of State Efforts and the Federal Role

Although there has been a considerable increase in the involvement of states in bilingual education over the last eight years, the level of financial, management, and technical support provided by the states varies widely. The findings of this study suggest that four factors directly affect the level of state support for bilingual education. In general terms, it appears that support tends to increase as a function of:

- The number of limited English speaking students counted or estimated by the state;
- The extent of political activity by limited English speaking adults;
- The extent of exposure of the state to effective bilingual education efforts; and
- The extent of state knowledge about the need for bilingual education and ways to meet the needs.

The study findings also suggest that the Federal Bilingual Education Program has played a significant role in fostering progress to date. However, future progress at the state level is likely to be more limited since the largest states, i.e., states with the greatest number of limited English speaking children, have now developed programs and staffs of some size and scope. The lower level of need in the other states suggests that future progress will require a more systematic and concentrated federal effort. To this end, the study recommends that the federal bilingual effort:

- work with states to help them identify and describe those students in need of bilingual education;
- provide incentives which motivate states to identify and meet bilingual education needs;
- concentrate federal resources in states where the present commitment is least in relation to identified needs;
- provide more information on effective practices; and
- provide more training and technical assistance on needs assessment, program design, and program management.

Finally, it is recommended that at all levels, a concerted effort be made to shift the rationale for supporting bilingual education from political to pedagogical grounds. In many cases, the argument for consideration of bilingual education at the state level has tended to emphasize political, e.g., non-discrimination,

Many educators feel that this approach is too negative and that the benefits, e.g., knowledge of languages, cultural understanding, etc., should be emphasized.

State Legislation

A generally acceptable and sound working model of a state bilingual education statute has not been developed. For this reason, individual state efforts at developing and adopting bilingual education legislation vary widely in terms of scope and depth.

While each state has unique needs and situations, there are certain standard provisions which appear to work well and could provide more effective guidance to state efforts. A recommended model statute for use by legislators seeking to adopt bilingual education legislation or modify existing legislation should be developed and made available to appropriate state agencies. This model should be flexible enough so that it can be modified to meet the needs of any educational system or legislative process.

State Leadership and Coordination Activities

Most states are just beginning to play a substantial leadership and coordinative role in bilingual education. Generally, it appears that states with broad, fundamental legislation and state level,full-time staff are playing a more forceful role in these areas. All states, however, have faced significant difficulty in coordinating resources which focus on bilingual education. Hence, while most states are receiving significant federal support for bilingual education from many sources, very few can identify the specific resources going to LEAs and the manner in which they are used. This lack of knowledge tends to weaken the role the state can play, e.g., training and technical assistance, vis-a-vis the LEA's. It also tends to work against appointing full-time staff for coordination and other purposes. This general problem was recognized in the most recent federal bilingual education legislation which in Title VII, Part A, section 721, paragraph (3) (A) & (B) provides for grants to State Education Agencies for coordination of technical assistance to bilingual education programs in the states. These allocations have been made, but it is too early to assess their affect. Furthermore, while this effort is necessary and consistent with the findings of this study, the findings also suggest that the states must be better informed if they are to play a truly meaningful role. Thus, the study recommends that OE take steps to systematically inform each state of all bilingual education resources which are available

available to each state, the types of resources, their purpose, duration, and the location of their prime users. It is further recommended that OE encourage the states to use this information both to play an active coordinative role and to plan their own bilingual education efforts.

Current Problems Faced by the States

The study findings make it clear that there are several serious resource and information gaps which handicap bilingual education efforts at all levels. Some problem areas pertain to the lack of qualified teachers and staff and the shortage of non-Spanish materials, problems which typically fall within the states' purview to resolve. They are, however, difficult problems for a state acting by itself to resolve.

Two other problems which hamper state efforts in planning a bilingual education program are also difficult for individual states to resolve. The first is the lack of empirical evidence on effective approaches at the LEA and classroom level. This lack hinders state efforts to provide leadership, training and makes it difficult to carry out effective technical assistance. The other gap is the lack of any valid estimates on the number and nature of limited English speaking students. Not having this data has created great difficulty for states in planning and allocating resources.

Each of these problems has been recognized by both OE and the Congress. Indeed, in terms of estimating need, the National Center for Education Statistics, as mandated by Section 731 (c) (1) (A) of the Bilingual Education Act, as amended by P. L. 93-380, is conducting a survey of the number of limited English speaking children and adults in the U. S. and the report will be available in July 1977. However, the report is only a first step and efforts to assist the states in interpreting and using it to plan their program activities will be needed.

The study findings also suggest that concerted efforts to qualify more teachers and staff in bilingual education are needed. In this regard, however, close coordination with state certification and legislative requirements is necessary.

In terms of developing non-Spanish materials and empirical evidence on effective approaches, several systematic efforts are already underway under OE sponsorship. The results of these efforts are clearly important at both the state and local levels and dissemination of their results should therefore be very carefully planned.

The States and Non-Public Schools

The study has shown that a wide variety of views exist on the inclusion of non-public schools in bilingual education efforts. It has also shown very little involvement by non-public schools. While part of this may be due to a reluctance to share limited resources, the bulk of the problem seems to stem from a lack of consistent interpretation of federal laws. It is therefore recommended that OE develop a guide which clearly articulates both federal law and policy on the participation of non-public schools in bilingual education. The guide should include practical examples of non-public school participation and a clear statement of the expected role of the state.

Extra-State Jurisdictions

The extra-state jurisdictions clearly view the federal bilingual education program as a "mixed blessing" ; they agree it has helped their educational efforts, but that the guidelines unnecessarily hamper their efforts and the program's effectiveness. This situation in some cases has actually caused animosity to develop between the jurisdictions and federal officials.

The unique administrative, cultural, and linguistic status of the extra-state jurisdictions is unquestioned. Although both federal legislation and guidelines have made attempts to accommodate these jurisdictions, they are still basically governed by the standard processes. This study, in Supporting Volume I, includes detailed case studies on the extra-state jurisdictions. It is recommended that the studies be used as a basis for developing alternate guidelines designed to achieve the same goals, but which are more consistent with their unique situations. It is further recommended that, to the extent possible, education officials in the extra-state jurisdictions be involved in their development.

Considerations in Future Planning

There is considerable feeling in the states that for at least Spanish oriented programs the time for demonstration efforts is past and there is a need to move on to an actual service type effort. Indeed, there appears to be a growing consensus that it is time to move to a new, more operational , i.e., not demonstration or experimental, phase of bilingual education.

Indicative of this is the situation with regard to Spanish language materials. In the final report for the Bilingual Education Process Study conducted by Development Associates during 1973 and 1974, it was reported that there was a wealth of Spanish language materials available to the bilingual education community. The problem then appeared to be one of dissemination rather than development. During this study, when Development Associates asked the

20 SEA's visited (where 80% of the students were Spanish) "how where are bilingual education materials used in your State's bilingual education program developed ?" 17 SEA's replied, "By local LEA's with LEA resources." These duplicative efforts continue in some measure because even though Spanish words are adequately defined in Spanish dictionaries as having specific meanings to different groups, i.e., a Mexican American, Cuban American, Puerto Rican, South American, they often insist that their language needs are unique and require special materials. This situation, which does not exist in Spanish speaking countries, or for English instruction in this country, appears to some extent, to be a function of the demonstration nature of the program where developmental, highly specific work is encouraged.

The states are clearly sensitive to this demonstration issue. The study findings, taken as a whole, strongly suggest that the time may have come to restructure and rethink the federal bilingual education effort as it relates to the states and the LEA's. While the focus of this study does not really permit making a recommendation covering the entire federal bilingual education effort, the study does lend itself to some basic recommendations from a state perspective that should be considered as part of OE's larger process:

- Many states appear ready and anxious to assume an active, leadership role in bilingual education;
- After eight years of demonstration, at least for Spanish projects, some duplication and wasteful effort is occurring. It appears to be the appropriate time to move to a more clearly defined service oriented program;
- With the growing importance of bilingual education,the role of federal, state, and local education officials is becoming confused; it thus appears to be an appropriate time to rethink each one's role and responsibilities and their interrelationships.

In sum, this study suggests that bilingual education is at a critical crossroads. After eight years of increasingly intensive implementation, some critical future oriented decisions must be made at all levels if the progress and accomplishments of the past are to be continued and expanded. The study's findings strongly suggest that the state is critical to this process. They also suggest that it is time to move from demonstration to clearly defined service programs. It is thus obviously a time to rethink and refocus bilingual education and the roles of all key parties . This study suggests some ways that the states can be involved.

GLOSSARY

Adult Education Act	A federal act that attempts to expand educational opportunities and encourage the establishment of adult public education
BIA	The Bureau of Indian Affairs, Department of the Interior
Bilingual Education (as specifically defined for this Study)	The use of two languages as the medium of instruction, one of which is the most commonly used language of instruction
- Bilingual Education Program (as specifically defined for the Study)	Any program of instruction designed for children and/or adults who are limited in understanding or communicating in the most commonly used language of instruction which: a. complies with the provisions of Title VII (Bilingual Education Act), ESEA, as amended, or b. does not necessarily comply with ESEA, as amended, but which uses two languages as the medium of instruction, one of which is the most commonly used language of instruction
- Transitional Bilingual Education Program/ Project	Any activity which formally implements a bilingual education program/project by giving instruction to students in two languages (one of which is the most commonly used language of instruction,) for a limited period of time and/or until the student is able to understand and communicate in the commonly used language of instruction

- Compensatory Bilingual Education Program/ Project	Anv activity which formally implements a bilingual education program/project, as above, whose prime goal is to compensate for the impact socio-economic status may have or have had on a student's status, self-image, or education (Compensatory: to overcome socio-economic status)
- Enrichment Bilingual Education Program/ Project	Any activity which formally implements a bilingual education program/project, as above, whose prime goal is to enrich and enhance a student's education.
- Maintenance Bilingual Education Program/ Project	Any activity which formally implements a bilingual education program/project, as above, whose prime goal is to acquire, maintain and/or enhance a student's proficiency in a second language
Case Study	One of twenty specific and individual studies made of individual bilingual education programs or projects considered noteworthy and selected for documentation and dissemination as exemplary
Criteria/Issues area	The ten areas of issues around which the case study candidates were selected
DHEW:	Department of Health, Education, and Welfare
DOE	Department of Education
ESAA:	The Emergency School Aid Act. The Federal program that, among other things, provides financial grants to aid school children in overcoming educational disadvantages of minority group isolation
ESEA:	Elementary and Secondary Education Act
ESEA Title I:	The Federal program which provides Financial Assistance to Local Educational Agencies for Education of Children from Low-Income Families

ESEA Title II:	The Federal program that provides assistance in acquiring School Library Resources, Textbooks, and Other Instructional Materials
ESEA Title III:	The Federal program that provides for Supplementary Educational Centers and Services; Guidance, Counseling, and Testing
ESES Title IV:	The Federal program that provides for Libraries, Learning Resources, Educational Innovation, and Support
ESEA Title V:	The Federal program that provides Grants to Strengthen State Departments of Education (SEAs)
ESEA Title VII:	The Federal Bilingual Education Program defined in Title VII of the Elementary and Secondary Education Act
ESL:	English as a second language, a form of instruction whose objective is to teach the student English language arts -- reading, writing, speaking
Extra-State jurisdiction	Any one of five outlying territories (American Samoa, Guam, Puerto Rico, the Trust Territory of the Pacific Islands, and the Virgin Islands) required to be included in some facet of the Study
Indian Education Act	Section 401, Public Law 92-318, as amended
Johnson-O'Malley Act	An act that provides assistance, through the Department of the Interior, to schools in which American Indian students are enrolled and which are designated as Johnson-O'Malley Schools by the Bureau of Indian Affairs
LEA or LEAs	Local Educational Agencies (Local School Districts)
LESA:	Limited English speaking ability
Library Services and Construction Act	An act that promotes the further development of public libraries and public library services

Micronesia	The Trust Territory of the Pacific Islands
NCES	National Center for Education Statistics
NPS:	Non-public school
OE or USOE	The United States Office of Education, Department of Health, Education and Welfare
RFP:	Request for proposal
SEA or SEAs	State Educational Agencies (State Departments of Education)
TA:	Technical assistance
TESOL:	Teaching English as a second other language. Similar to ESL
Vernacular	An expression meaning the local language or idiom used in verbal communications
V. I.	The U.S. Virgin Islands
Vocational Education Act	An act which attempts to improve and expand vocational education in the Nation